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PROPOSED REVISIONS TO THE SYSTEM-WIDE PLAN OF ACTION FOR AFRICAN ECONOMIC RECOVERY AND DEVELOPMENT

Report of the Secretary-General

Revised System-wide Plan of Action for African Economic Recovery and Development

SUMMARY

The objectives of the System-wide Plan of Action for African Economic Recovery and Development are to provide a dynamic and flexible framework for concerted and coordinated action by the United Nations system to assist Africa in achieving sustained and sustainable growth and development in the 1990s and beyond, assist in the creation of a more supportive international economic environment for economic growth and social development, assist in the restructuring of African economies, help promote employment generation, channel the sectoral expertise of the United Nations organs, agencies and bodies in efforts to foster African recovery and development, and enhance global awareness of the continent's economic crisis.

The purpose of the revision of the System-wide Plan is twofold. Firstly, to draw a closer linkage between the System-wide Plan and the United Nations New Agenda for the Development of Africa in the 1990s by reflecting in the System-wide Plan the new imperatives that have emerged from the review of the New Agenda, and secondly to establish the key priority sectors that will be the focus of cooperative action by organizations of the United Nations system over the remaining period of the System-wide Plan. The revision also seeks to address the concern that gender issues were not adequately reflected in the original Plan. Thus, a gender dimension has been introduced into the revised Plan in recognition of the fact that a more sustained development strategy requires reliance on all human resources, of which women form a major group.

Chapter III provides an assessment of the socio-economic situation in Africa. It outlines the various factors that are hampering development, such as weak and non-diversified economic structures, unfavourable markets and recessionary conditions in the international economic environment, the continuing civil conflicts and political crises in a number of African countries, and natural disasters, particularly the drought in two of the subregions of the continent.

Chapter IV provides the substantive basis around which the revised System-wide Plan is structured, and identifies the six priority areas in which common strategies and shared objectives are to be pursued through cooperative and/or joint action by several organizations of the United Nations system. The priority areas are human resource development and capacity building; food, agriculture and agro-based industries; diversification of African economies; mobilization of external and domestic resources; growth, equity and sustainable development; and regional cooperation and integration.

Chapter V provides a picture of resource allocations by the organs, agencies and bodies of the United Nations system. The information shows that the total disbursements to Africa from the United Nations system were $5,419 million, $5,430 million and $5,450 million for 1991, 1992 and 1993 respectively. The share of grant assistance in the total disbursements increased from 40 per cent in 1992 to 43 per cent in 1993, the proportion of concessional loans increased from 38 to 42 per cent, while that of non-concessional loans declined from 22 to 15 per cent for the period under consideration. In 1991, grant assistance to Africa accounted for 51 per cent of the total development grants of $4,289 million from the United Nations system. This increased to 53.5 per cent of total grants of $4,580 million in 1992. Total concessional loans disbursed for the period 1991-1993 amounted to $2,039 million in 1991, $2,099 million in 1992 and $2,263 million in 1993, indicating an increase of 11 per cent. Total loans committed and disbursed to Africa from the International Bank for Reconstruction and Development (IBRD) have declined considerably over the period 1991 to 1993. On the other hand, the total commitments and disbursements to Africa from the International Finance Corporation (IFC) showed an increase over the same period. It is assumed that the above trends observed in the flows of resources to Africa by the organizations of the United Nations system are likely to continue for several years to come.

Chapter VI describes the means of cooperation and coordination that will be used to promote and further enhance a collaborative approach by the United Nations system in the implementation of the System-wide Plan. The main means will be the lead agency approach, whereby a lead agency will be designated for each priority area, and will coordinate the work of the United Nations system in that particular area, submitting annually a status report on the designated subject.

The final chapter deals with the review and monitoring of the implementation of the System-wide Plan. Not only will United Nations agencies and organizations be called upon to report separately to their own governing bodies in accordance with their established arrangements, but a closer link will be drawn between the monitoring of the System-wide Plan and the New Agenda.

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I. INTRODUCTION

A. Background

1. One of the benefits derived from the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1/ is the understanding that agencies and programmes of the United Nations system need to work together better. An important objective in the strengthening of coordination in the United Nations system is to build and improve upon the experience of the Programme of Action.

2. At its thirty-second session, the Committee for Programme and Coordination (CPC) recommended that the link between the System-wide Plan of Action for African Economic Recovery and Development 2/ and the United Nations New Agenda for the Development of Africa in the 1990s 3/ should be clarified.

3. The linkage between the System-wide Plan and the New Agenda first led to the adoption of a time-frame for the Plan encompassing the year 2000, the same as for the New Agenda. Secondly, it led CPC to decide that the Plan would be updated following the preliminary, mid-term and final reviews of the New Agenda, in 1994, 1997 and 2001. 4/

B. Objectives

4. The purpose of the first revision of the System-wide Plan is, in the first instance, to reflect the new imperatives emerging from the preliminary review of the New Agenda. Secondly, it aims to take the initial Plan a step forward. The intention is not to present an overview of the activities of the United Nations organizations, but rather to set key priority sectors that will be at the focus of cooperative action within the United Nations system.

II. GENERAL ORIENTATION AND POLICY CONSIDERATIONS

A. Policy considerations

5. The approach aimed at setting priority sectors is derived from General Assembly resolutions 46/151 of 18 December 1991 establishing the New Agenda and 48/214 of 23 December 1993, which was adopted following the preliminary review of the New Agenda, and is in line with the initial design of the System-wide Plan, which was designed to provide a dynamic and flexible framework for concerted and coordinated action by the United Nations system.

6. The revised System-wide Plan integrates the priority elements of the New Agenda and forms the basis for coordinated system-wide action. It is designed to stimulate productive consultations with Africa's development partners and promote greater mobilization and effective use of financial resources for African development.

B. Overall strategy

7. The System-wide plan is conceived around a comprehensive sustainable development approach, where the criteria of efficiency, equity and sustainability are carefully integrated within a coherent and operational framework. In this approach, efficiency implies the optimum use of national resources, equity calls for poverty alleviation and introducing measures for human resource development, and sustainability aims at the conservation of the fragile natural resource base for use by present and future generations.

C. Gender dimension of development

8. Although there is now a wide recognition that African women play a crucial role in the growth and development of the region, that recognition is not always fully incorporated into development policies and plans. Consequently, development programmes do not sufficiently reflect the actual productive and reproductive work done by women, nor their potential contribution to African development.

9. To address the general lack of attention to gender concerns and to ensure an effective implementation of the System-wide Plan, it is important to underscore the fact that the problem of the participation of women should not be perceived only as an efficiency issue. Indeed, a more sustained development demands an inclusive reliance on all human resources, of which women form a major group. The gender approach is crucial because it goes beyond merely the issue of efficiency and more production of individual women or men to the well-being of the community as a whole.

III. AFRICA'S SOCIO-ECONOMIC SITUATION AND CHALLENGES

10. African countries have entered the 1990s with multifaceted crises in such major areas as food security, population, housing, public health, education, energy, industrial production, trade, debt and the environment. During the first four years of the present decade, the gross domestic product (GDP) of the region as a whole grew on average by 1.5 per cent. This is barely half of the regional population growth rate, reinforcing a decline in per capita income and a further slide into poverty.

11. The situation of the food and agriculture sector, the backbone of the economies of most African countries, has not improved significantly. The agriculture sector made only a modest recovery in 1993, in spite of improved weather conditions in several countries, though drought conditions persisted in the Maghreb subregions. However, food production remained a cause for concern as some of the most critical areas of assistance and emergency relief in 1993 included food assistance to alleviate the suffering of populations in areas affected by conflict; a high level of emergency food distribution; and support for desert locust-control operations. The level of availability in major food commodities stagnated where it did not deteriorate.

12. The four main factors responsible for Africa's poor economic performance, which continued in 1993 to exercise a baleful influence on growth, are the continuing civil conflicts and political crises in some African countries; natural disasters, specially the drought in two subregions, weak and non-diversified economic structure; and the international economic environment, marked by unfavourable markets and recessionary conditions in many of the leading industrialized countries.

13. The export of commodities from sub-Saharan Africa declined by almost 15 per cent during 1990-1992 and the value of exports in 1992 hardly exceeded its 1990 level of about $80 billion. By contrast, imports rose from $77 billion in 1990 to $83 billion in 1992, a situation that further increased the current-account deficit, estimated at approximately $10 billion in 1992. The combined effects of falling commodity prices and the lack of competitiveness of African products brought about a further erosion of Africa's share in world trade, from 2.4 per cent in recent years to 1.4 per cent in 1990. Furthermore, in spite of laudable initiatives, the debt burden has remained of great concern, as Africa's stock of external debt reached $285 billion in 1993 according to estimates by the Economic Commission for Africa (ECA), with a debt servicing to exports ratio of about 24 per cent.

14. While the overall economic situation remains troubling, not all African countries are in decline. According to the Economic Report on Africa, 1993 prepared by ECA, 5/ 17 countries achieved in 1992 a growth performance above the average annual growth rate of population, or an increase in average per capita income. More importantly, five among these countries have achieved the 6 per cent growth target of the New Agenda.

15. On the other hand, several African countries have taken concrete steps towards formulating and implementing domestic policy reforms designed to rehabilitate and revitalize their economies. Specifically, the majority of African countries have embarked on far-reaching measures in respect of exchange-rate adjustments, budgetary discipline, tax reforms and pricing policies designed to create the necessary conditions for sustained growth.

16. Another encouraging trend at the regional level is the entry into force of the Abuja Treaty Establishing the African Economic Community, 6/ calling for the immediate strengthening and upgrading of existing subregional economic communities and initiatives which could gradually lead to the full development of the African Economic Community. At the international level, the Tokyo International Conference on African Development was a major initiative which contributed to further strengthening international commitment to African development.

17. Major critical issues and challenges facing African countries include population pressure, environmental degradation, poverty, a weak human resource base, gender disparities, a lack of food security and food self-sufficiency, health concerns, diversification of African economies, natural disasters, the external debt burden, inadequacy of external and internal financial resources for development and regional integration.

IV. PRIORITY PROGRAMMES AND ACTIVITIES

A. Overview

18. The initial System-wide Plan, 2/ adopted in 1992, provided an overview of the activities of United Nations agencies and programmes in support of Africa. The present revision to the System-wide Plan does not, therefore, aim at surveying again the work of individual organizations, but rather to bring together the organizations of the United Nations system for concerted action in priority areas under United Nations system support programmes.

19. Based on the latest assessment of Africa's socio-economic situation and the continent's critical issues and challenges, and taking into account the directives of intergovernmental bodies, the revised System-wide Plan identifies key priority areas in which common strategies and shared objectives could be pursued through cooperative or joint action by several organs, organizations and bodies of the United Nations system. There is no implicit priority in the sequencing of the areas of activities identified in the revised Plan. The idea is that if action could converge on these priorities concurrently, then the benefit for individual countries would be greater.

20. In recognition of the dynamic and diversified role of women as development actors at all levels, the revised Plan incorporates the role of women in key sectors, such as agricultural production, human resource development and capacity-building, and deals with the role of women as part of the mainstream of the development process.

21. Another consideration in the economic recovery and development of Africa is the promotion of a culture that will lead to peace, stability and sustainable development within and among the countries of Africa.

B. Priority areas and United Nations system support programmes

22. The revised System-wide Plan is structured around six priority areas, namely, human resource development and capacity-building; food, agriculture and agro-based industries; diversification of African economies; mobilization of external and domestic resources; growth, equity and sustainable development; and regional cooperation and integration.

23. Each priority area is addressed as follows:

(a) Problems to be addressed;

(b) Goals and objectives;

(c) Proposed strategies;

(d) United Nations support programmes;

(e) Enabling factors at the African regional level;

(f) Level of resources required and available.

1. Human resource development and capacity-building

24. United Nations system support programmes in this area are oriented towards sustainable social development in the sense of improvement in the quality of life: better population policies, better health, better education, respect for human rights, democracy, rational use of resources through the application of recent advances in science and technology, and commitment to the culture of peace. For this area, the United Nations Educational, Scientific and Cultural Organization (UNESCO) will act as lead agency. Collaborating organizations include those referred to below.

(a) Population policies (United Nations Population Fund (UNFPA), Department for Economic and Social Information and Policy Analysis, United Nations Children's Fund (UNICEF), World Bank, Economic Commission for Africa (ECA), Food and Agriculture Organization of the United Nations (FAO);

(b) Popular participation, specifically in rural development (ECA, World Food Programme (WFP), United Nations Development Programme (UNDP), International Labour Organization (ILO), UNICEF, United Nations Development Fund for Women (UNIFEM), FAO, International Fund for Agricultural Development (IFAD), United Nations Centre for Human Settlements (Habitat);

(c) Health and control of major diseases, for example, human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS), tuberculosis and malaria (World Health Organization (WHO), UNICEF, UNDP, UNFPA, UNESCO);

(d) Strengthening women as actors of development at all levels (UNESCO, UNICEF, WHO, UNIFEM, ECA, UNDP, ILO, UNFPA, Habitat);

(e) Basic education, especially for youth and women (with a focus on job creation) (UNESCO, UNICEF, ILO, UNDP, WHO, WFP);

(f) Entrepreneurship development, management, training and skills (UNDP, World Bank, ILO, Department for Development Support and Management Services, ECA);

(g) Higher education and research problems (UNESCO, World Bank, UNDP, ILO, ECA);

(h) Managerial capacity for development (UNESCO, World Bank, UNDP, ILO, ECA).

1.1 Population policies

Problems to be addressed

25. Africa's population is growing much faster than that of any other region of the world. This rapid population growth hampers social and economic development efforts in many significant ways. In addition, fertility rates are very high and the use of modern contraception is low. Infant, childhood and maternity levels all continue to be high.

Goals and objectives

26. In accordance with the Dakar/Ngor Declaration on Population, Family and Sustainable Development, 7/ the major goals and objectives of the programme will be to lower the rate of population growth and to reduce fertility levels, as well as infant, childhood and maternal mortality levels. Another objective will be to seek to accord higher priority to population matters as an integral part of the socio-economic development process.

Proposed strategies

27. In support of the above-mentioned goals and objectives, the following strategies will be pursued: (a) to integrate population policies and programmes and family concerns into development strategies and plans; (b) to create a socio-economic environment conducive to create effective fertility policies and to sustain the political will needed to carry out those policies; and (c) to provide facilities and resources so that couples and individuals can better determine the size of their families.

United Nations support programmes

28. United Nations support programmes will continue to promote awareness of the social, economic and environmental implications of national and international population problems and of possible strategies to deal with population issues in accordance with the plans and priorities of each country. Programmes will also focus on strengthening the capacity of countries to undertake and manage population programmes and policies and to integrate them into overall economic and social development programmes.

1.2 Popular participation, specifically in rural development

Problems to be addressed

29. The number of absolute poor in Africa has greatly increased in recent years, from more than 200 million in 1988 to close to 300 million in 1990, or well over 60 per cent of the African rural population. Human well-being and the expansion of human capacities must be at the core of the development process, including the satisfaction of the basic needs of security, nutrition, education, health and shelter, but also providing access to opportunities for greater creativity, employment and participation in community life and the ability to influence decisions that affect people's lives.

Goals and objectives

30. The fundamental objective with respect to popular participation is to enable people to initiate action and implement policy measures and operational activities for self-reliant development in order to acquire the ability to influence and manage change within society, promote sustainable development, especially in the rural areas, reduce poverty, satisfy basic needs and eradicate hunger and malnutrition.

Proposed strategies

31. To achieve the above objectives, participatory strategies will include (a) sustainable human development policies; (b) a multisectoral holistic approach to sustainable development; (c) empowerment strategies; (d) democratic process in association with good governance; and (e) decentralization of decision-making. These strategies will require a redirection of resources to satisfy, in the first place, the critical needs of the people and to achieve economic and social justice. It will also emphasize self-reliance and empower the people in determining the direction and content of development programmes and in enhancing production and productivity.

United Nations support programmes

32. The components of the biennial programmes and medium-term plans of the various United Nations organizations, with regard to Africa particularly FAO, Habitat, UNICEF, ILO, UNIDO, UNDP, UNIFEM, IFAD and WHO, form the basis of the current United Nations support programmes for popular participation in Africa. The Second Industrial Development Decade for Africa and the Second Transport and Communications Decade for Africa are specific programmes which are directly related to popular participation.

Enabling factors at the African regional level

33. Popular participation is, in essence, the empowerment of the people to involve themselves effectively in creating the structures and in designing and implementing the policies and programmes that serve the interests of all. Therefore, there must be an opening-up of the political process to accommodate freedom of opinion, tolerate differences and accept consensus on issues, as well as to ensure the effective participation of the people and their organizations and associations. This requires action on the part of all, first and foremost of the people themselves; but equally important are the actions of States to create the necessary conditions for such an empowerment and facilitate popular participation in societal and economic life. Other enabling factors include (a) a favourable climate of economic and political transformation in Africa through public sector reform, privatization and political pluralism so as to open up space for people's organizations that are recognized and accepted by African Governments as partners in the development process; rich, traditional community-based associations, such as village development associations, land management associations, farmers' organizations, cooperatives, tontines and village groups, which are actual and potential partners for building government, civil society, non-governmental organization and United Nations system partnerships at the community level. Such associations have traditionally, in

certain areas, taken collective action to manage resources and to cope with extreme adversities such as famine, war and drought; and (c) the mobilization of civil society for dialogue with Governments on socio-economic development issues.

1.3 Health and control of major diseases

Problems to be addressed

34. The poor health status of hundreds of millions of people in Africa not only burdens individuals and families, but also impedes the social and economic development of communities, individual countries and the continent as a whole. Available health indicators show wide differences in health status among countries and among population groups within countries of the region.

35. In general, urban dwellers have far greater access to health services than the rural population. The inadequate quantity and quality of medical services is compounded by the lack of essential drugs owing to the shortage of foreign exchange and budget cuts in general, and to inefficient allocation of resources, particularly at the district levels.

36. The major causes of ill health and premature death in African countries are malaria and other water-borne diseases; illnesses affecting children, such as acute respiratory infections, diarrhoeal diseases and measles; parasitic diseases; malnutrition; non-communicable diseases such as cancer and cardiovascular disease; maternal morbidity; and HIV/AIDS and tuberculosis, which seems to have been exacerbated by the incidence of HIV/AIDS. The situation regarding HIV/AIDS is particularly critical. By 1993, an estimated 7 million Africans were infected. The pandemic affects those who are responsible for supporting children, the elderly and extended family members and, if unchecked, is likely to deplete critical segments of the labour force, undermine the public sector capacity to govern and adversely affect every sector of the economy.

Goals and objectives

37. Realization of the goal of health for all, will continue to be the overall goal for the countries of the region, despite the fact that it is a formidable task in the light of the prevailing health situation and in view of the social and political upheavals that a number of African countries are experiencing.

Proposed strategies

38. Two basic policy approaches will frame the strategy for action. For African countries, south of the Sahara, the policy concentration will be on building up district health systems as a means of implementing the primary health care approach through community involvement and participation, whereas in the case of the countries of north Africa, and a few in eastern Africa where access to health care is about 80 per cent in some countries, the preferred policy will be the provision of the basic minimum needs/quality-of-life approach to health promotion and disease prevention.

United Nations support programmes

39. Practically all sectors of activity impinge on and influence health status. Therefore, health and human development must be integrated into public policies, supported by all sectors, and must have access to adequate financial resources. Within this perspective, WHO will continue to work closely in Africa with the organizations of the United Nations system active in this sector on education for the prevention of AIDS, school health, a collaborative study on better health in Africa, food and nutrition policies, the health of women and children, the reproductive health of women and the health of the family in general.

Enabling factors at the African regional level

40. WHO has forged strategic allegiances with Africa's most important regional institutions, such as the Organization of African Unity (OAU), ECA and the African Development Bank (ADB). For example, at the request of OAU, a plan of action encompassing major health aspects of relevance to Africa will be developed in collaboration with ECA. WHO is also in the process of supporting ADB in the revision of the Bank's policy paper on the health sector.

1.4 Strengthening women as actors of development at all levels

Problems to be addressed

41. Women in Africa tend to be overworked and relegated to inferior citizenship. They supply 70 per cent of the labour for food production on the continent while also carrying primary responsibility for household fuel and water collection, food preparation and reproductive functions. Together with older girls, women are the main care givers and decision makers concerning the welfare of children. Women are largely excluded from senior level positions in business and government, and are not, therefore, being used to their full leadership potential. Consequently, development policies and programmes often lack effective consideration of their concerns.

42. The inequity of citizenship is reflected in secondary school enrolment rates that favour males over females by a ratio of three to one. Women rarely receive adequate protection under existing customary and codified family law. While nominal improvements have been made in women's legal status in some countries, change in practice has lagged far behind. The evolution of customary law, notably on inheritance and access to land, has tended to erode the rights of women

43. In the light of this situation, the role of women in development will need to be strengthened. In order to do this, their problems must be addressed, their capabilities more effectively accessed and the institutional biases against them corrected.

Goals and objectives

44. In view of the above, the main objectives will be to create a functional awareness of the significance of women's issues in Africa, establish affirmative

action initiatives in support of strengthening the role of women in development, improve the policy environment for addressing gender-related issues and make gender considerations an integral element in development planning and programmes. In addition, another objective will be to seek to achieve the targets for the year 2000 set at the Conference on the Integration of Women in Development at its fourth meeting, held at Abuja, Nigeria, from 6 to 10 November 1989.

Proposed strategies

45. Gender inequities need to be addressed beginning in childhood with more attention to the health and education of girls, and subsequently to the literacy of women. Improving access to basic health maintenance information, preventive health care and family planning services will lead to better child care and young child development for the next generation. The practical concerns of health, education, nutrition, income and workload reduction, which affect the quality of life of women and girls, can be met through direct programme and project interventions. Some strategic issues related to policies, legislation, participation, resource allocation, social values, community attitudes and media images are essential conditions for achieving fundamental change and sustainable progress and need to be addressed with advocacy and social mobilization.

46. Empowerment of women and girls will be part of the system-wide strategy. This will involve providing girls and women with the knowledge, information, gender training and organizational skills that will help them articulate their needs and defend their interests more effectively.

47. A series of positive actions also needs to be taken to give women access to resources, employment, appropriate working conditions, markets and trade. These could include targeting women in public employment schemes and training programmes, providing guarantee loans for women entrepreneurs, revaluing women's traditional work and the informal sector and creating a flexible work environment to reconcile family and economic responsibilities. The full and equal participation of women in power structures and decision-making at all levels could be promoted by developing specific training programmes in areas such as leadership and management so as to enable women to become potential decision makers, and by ensuring equal treatment in career development.

United Nations support programmes

48. United Nations development programmes in all sectors will be carried out in a clear, gender-sensitive manner to respond effectively to the basic concerns of girls and women. In addition, strong advocacy programmes for the girl child and women and a number of specific sectoral programmes that seek to enhance women's participation in national development will be carried out. For example, in the area of education regional and subregional projects will be continued on education, legal literacy and assistance with gender-awareness raising for girls and women. Regarding employment, the United Nations organizations will support a package of integrated projects for income generation and employment creation, workload reduction, child care, including support to facilitate breast-feeding, and access to appropriate technology. In the area of health, special action will be taken to improve the health conditions of young girls and women, with

particular emphasis placed on national and regional AIDS programmes to help protect girls and women from HIV infection.

Enabling factors at the African regional level

49. In addition to the Nairobi Forward-looking Strategies for the Advancement of Women, 8/ specific policies for the African region concerning women's advancement and integration in development were laid out in the 1980s. The Lagos Plan of Action for the Implementation of the Monrovia Strategy for the Economic Development of Africa, 9/ the Abuja Declaration and the Khartoum Declaration: Towards a Human-Focused Approach to Socio-Economic Recovery and Development in Africa 10/ have all acknowledged the need to recognize and support women as actors and beneficiaries in development programmes.

1.5 Basic education, especially for youth and women

Problem to be addressed

50. Africa is the one region of the world where steady progress towards the objective of education for all is slow. Gross enrolment has declined, repetition rates are higher than in any other region of the world and retention is poor. There has been a decrease in public expenditures for education, which has had the negative effect of reducing teacher salaries in real terms as well as the material and equipment required for teaching. This decline has been taking place despite large amounts of multilateral and bilateral educational aid provided to Africa over the last decade. There is, therefore, a need to analyze why these efforts have not been effective and to find new modalities of collaboration and partnership in providing assistance in the education sector of African countries.

Goals and objectives

51. An educational policy for the region will have the following objectives: (a) to reverse the trends concerning access to primary education and reach rates of growth in school intake higher than the demographic ones, paying particular attention to gender disparities; (b) to improve school retention and internal efficiency; (c) to improve instructional quality through in-service teacher training and book distribution; (d) to develop new opportunities with regard to functional literacy, supplementary alternative programmes and non-formal education; and (e) to provide effective management of education development.

Proposed strategies

52. In support of the above objectives, the following strategies will be pursued: (a) increasing the intake of young children into school and avoiding their early drop out by carefully exploring the reasons for not enroling; (b) strengthening teacher morale; (c) ensuring overall efforts by society in support of education by developing an effective partnership with Governments through strengthened community commitment and empowerment; (d) upgrading teacher programmes and improving the quality of teaching material; and (e) improving and increasing training opportunities at the lowest possible unit cost but with high

effectiveness in order to enable the required number of participants to take part.

United Nations support programmes

53. The United Nations system will assist African countries in their efforts to prepare national strategies or plans of action for the provision of basic education to all. Following on from earlier national and international efforts, a number of United Nations agencies and organizations, along with the Donors to African Education Task Force will initiate more specific education strategies to implement the decisions of the World Conference on Education for All held at Jomtien, Thailand.

54. United Nations support programmes will have two broad aspects focusing on expanding and improving the provision of basic education and improving the quality and the relevance of basic education. In addition, several actions related to environmental education, population, AIDS, drug abuse, peace and human rights will be integrated into school curricula and into out-of-school educational activities.

1.6 Entrepreneurship, development, management, training and skills

Problems to be addressed

55. One of the major causes of mass poverty in Africa is the inadequate number of opportunities for productive and gainful employment. During the 1980s, several factors combined to contribute to the employment situation in Africa. These include the impact of structural adjustment programmes and accompanying public sector restructuring on employment levels in the modern sector and in the administration sector; the growing impact of rapid population growth on the labour supply; the lack of structural transformation of the economy and poor economic growth rates; and the shortage of skills and deficiencies in training systems.

56. The low level of demand for labour, combined with high inflation rates, has eroded wages and salaries in the modern sector. Moreover, job security, social security systems, opportunities for training and retraining and other features of modern sector employment have often been eliminated. Thus the informal sector has grown in importance. That sector, however, has a finite capacity of absorption and cannot cope with current trends.

Goals and objectives

57. The promotion of employment in an era of economic crisis and structural adjustment is a critical development objective in Africa. The goal of the programme will be to direct increased public support towards the promotion of self-employment, employment generation and economic performance in the agricultural and informal sectors and to develop and involve more labour-intensive technologies in all sectors of the economy in order to create jobs and raise wages.

58. Another major objective will be to strengthen general education at the primary and secondary levels in order to improve the productivity and flexibility of the workforce. It will also be indispensable to reform vocational education and training systems, which are intended to develop skills that can enable workers to adapt to new technologies in the workplace and to be responsive to changing employment needs.

Proposed strategies

59. In addition to adopting current strategies for developing employment opportunities, which consist of removing the bias against labour intensive activities, improving the functioning of agricultural markets, improving access, especially of the poor and vulnerable groups, and developing public employment schemes to create unskilled jobs, greater focus will be placed on providing support to the informal sector where most job opportunities are likely to be found.

60. Specific action in support of the informal sector could include reforming and strengthening banking systems to mobilize savings for investment and to improve access to credit; improving the legal status and security of small scale enterprises; implementing adequate tax policies and providing special incentives to entrepreneurs; providing adequate training and capital support to potential entrepreneurs; supporting the placement of apprentices in the informal sector; and the reform of training systems aimed at making training more responsive to the market.

United Nations support programmes

61. United Nations organizations will orient their action towards three major types of programmes: labour intensive work; support for self-employment and micro-enterprises; and placement of public sector employees who have been laid off and unemployed graduates. This will involve focusing on improving the business environment and resource mobilization and allocation through financial sector development, and the development of technical and vocational education and training systems, including the strengthening of national planning and management capacities for the training of personnel to plan, administer and monitor the development of the training sector. Greater focus will also be placed on non-formal training and apprenticeship, both for job seekers and people already employed or self-employed in the informal sector of the economy.

1.7 Higher education and research

Problems to be addressed

62. There are several major issues that are characteristic of the crisis of African higher education: a quantitative expansion which renders proper planning and management difficult; a dramatic decrease in public funding; and, as a result, a process of decline in overall quality in teaching, training and research functions at a dangerously rapid rate.

Goals and objectives

63. The most pressing need is to reverse the process of decline and deterioration of African institutions of higher education and to create the conditions for stabilization and revitalization through reforms addressing the major problems with which it is confronted, namely, the vocation crisis, the organizational and efficiency crisis, the financial resources crisis and the crisis of relevance and quality.

Proposed strategies

64. Action at both the national and the regional levels should include the formulation of policies on higher education based on a large consensus; the setting-up of a more diversified system of higher education; the building-up of more efficient management expertise; the creation of networks of higher-education institutions; and the development of medium- to long-term strategies for funding diversification and granting increased autonomy to institutions to run their own affairs.

United Nations and other support programmes

65. A large number of organizations, agencies and foundations are involved in current projects, and donors are beginning to agree to coordinate their efforts through the Donors to African Education Task Force, which has established a special working group on higher education. They have been particularly active in the following fields: research on higher education as a vital tool to guide useful training; information exchange as essential for future development of higher education; inter-university cooperation as a centre-piece for promoting quality and innovation in higher education and for revitalizing research; training for capacity-building; and improvement of the quality, relevance and responsiveness of higher education, particularly in science and technology.

1.8 Managerial capacity for development

Problems to be addressed

66. One of the root causes of the economic crisis facing Africa has been the lack of capacity in Governments and institutions to respond quickly and decisively to a rapidly changing global economic environment. For this reason, effective policy analysis and economic management are necessary for successful development in all sectors.

Goals and objectives

67. The primary objective is to build, over the long term, a critical mass of professional African policy analysts and economic managers who will be able to manage the development process better and develop both data and information.

Proposed strategies

68. The emphasis of the strategies aimed at building managerial capacity will be on training and infrastructural development; a grass-roots approach, paying attention to the relevant training needs at all levels of decision-making to ensure the local appropriation of development projects and their sustainability; pre- and in-service training in the public sector; linkage of training with the specific skills required for the formulation, implementation, monitoring and review of national development policies; and modernization of the public sector.

United Nations support programmes

69. Building and strengthening local capacities in policy analysis and development management in sub-Saharan Africa is the main objective of several programmes undertaken by United Nations organizations, for example, the African Capacity-Building Initiative sponsored by the African Development Bank, the World Bank and UNDP. This programme is oriented towards national institutions of higher education and research; regional training centres; government policy units and strategic planning offices; fellowship funds; local consultancy; reforming technical cooperation practices and methods; and rethinking aid towards the capacity-building perspective, which is essential in support of strategies for building managerial capacities.

2. Food, agriculture and agro-based industries

70. United Nations system support programmes in this area will be as follows, with FAO as lead agency. Collaborating agencies include those referred to below.

(a) Intensified efforts for early warning systems (Global Information and Early Warning System on Food and Agriculture (GIEWS) of FAO, ECA, United Nations Industrial Development Organization (UNIDO), WFP, IFAD, Department of Humanitarian Affairs);

(b) Policies and programmes for national food security and nutritional improvement (FAO, World Bank, UNDP, WFP, IFAD, UNIFEM);

(c) Policy, programme and investment requirements for enhancing agricultural production (FAO, World Bank, WFP, UNDP, IFAD, UNIFEM);

(d) Food processing, trading and distribution (FAO, UNIDO, United Nations Conference on Trade and Development (UNCTAD), World Bank, WFP, IFAD, ECA);

(e) Strengthening capacities of African women agricultural producers (UNDP, FAO, IFAD, ECA);

(f) Rehabilitation of African infrastructure, particularly in sectors supporting agriculture (FAO, WFP, ECA, World Bank, UNDP, UNIDO, IFAD).

2.1 Intensified efforts for early warning systems for natural disasters and food security

Problems to be addressed

71. The dramatic rise in the incidence and complexity of food emergencies, involving not only harvest failure but, increasingly, the disintegration of States, the breakdown of institutional and marketing structures and the existence of civil strife and conflict, have placed growing numbers of people under threat of famine and starvation. The surge of emergencies and the resulting substantial expansion of United Nations system monitoring functions has produced a marked increase in the number of reports and publications.

72. The United Nations coordinating mechanism for humanitarian relief has put highly demanding claims on the system. FAO has overall responsibility for crop monitoring and food-needs assessment for all affected countries and for the assessment of emergency requirements in the agriculture, livestock, fisheries and forestry sectors, in the context of the work of the Department of Humanitarian Affairs of the United Nations Secretariat.

Goals and objectives

73. The principal objective is to develop and extend improved computerized technologies for the collection of basic data through greater use of satellite imagery, the extended use of agro-meteorologic forecasts and the operational use of information on rainfall and vegetation conditions provided for Africa by FAO's Remote Sensing Centre, ARTEMIS (African Real-Time Environmental Monitoring using Imaging Satellites) programme.

Proposed strategies

74. The aim will be to develop operational and self-sustaining national and regional early warning and food information systems. These systems should comprise three components: crop forecasting, market information and household food security assessment. The main objective will be to develop sufficient local or regional-level capacity to enable national Governments and subregional organizations to monitor the food supply and demand situation closely and to provide timely notice of impending food supply problems. Emphasis will be placed on the building of national and regional capacity through intensive in-country and regional training programmes covering specific early warning techniques and methods employed by FAO, as well as training in the use of Early Warning and Food Information System (EWFIS)-specific software tools and skills for improved food security analysis.

United Nations support programmes

75. UNDP has, in the past, provided support for the establishment and strengthening of national early warning and food information systems. However, financial constraints have reduced this source of support to a minimum. Bilateral donors (Denmark, the European Community, Italy, Japan, the Netherlands and Norway) provide financial support through FAO-executed projects at the national and regional levels and at FAO headquarters.

Enabling factors at the African regional level

76. FAO's existing close working relationships with three subregional organizations involved in early warning in Africa, the Permanent Inter-State Committee for Drought Control in the Sahel, the Southern African Development Community and the Intergovernmental Authority on Drought and Development, will be strengthened by, inter alia, periodic review and evaluation of methodologies employed and greater exchange of information with and between these organizations.

2.2 Policies and programmes for national food security and nutritional improvement

Problems to be addressed

77. Malnutrition remains a serious problem in many African countries. A precondition for adequate nutrition is household food security, that is, year-round access by all households to a nutritionally adequate combination of foods. There has been in the last decades an increasing gap between agricultural policies, and particularly food production, and local consumption needs in Africa. Hunger and malnutrition continue to be widespread. According to FAO's estimates, based on food availability and the distribution of income and its relation to food consumption, the number of undernourished people in Africa is increasing. On current trends, by 2010 Africa may have some 300 million undernourished, or 32 per cent of its population, up from about 180 million today.

78. Many countries suffer from inadequate food supplies and for such countries greater efforts are required to boost domestic food production and diversify the food supply to provide a more adequate and balanced diet. This situation highlights the needs to focus on a range of factors which influence nutrition in addition to those related to production, including purchasing power, health and sanitation, education, intra-household food distribution and the quality and safety of food.

Goals and objectives

79. Goals and objectives include (a) to ensure access of all households in the region to a diversified diet based on sustainable agricultural practices; (b) to diversify local food production to promote household food security through improved consumption (self-consumption, increased availability and lower prices) and income generation; (c) to improve physical and financial access to a healthy diet by promoting the transportation, storage and marketing of appropriate foods; and (d) to increase consumer knowledge of food-related issues.

Proposed strategies

80. In order to achieve these objectives, a combination of policies at the macro- and micro-levels are needed. At the micro-level, it is essential to ensure access of all households to a diversified diet. This means food must be available and affordable at the local level. Whenever possible, priority should

be given to local and, especially, traditional food. A good understanding of local farming systems and indigenous knowledge is essential to adapting and orienting agriculture policies. Special attention should be given to micro-nutrient-rich food such as vegetables.

81. In order to ensure year-round access to food, specific attention will be required at all stages of the food chain from research to distribution. Appropriate food processing and storage techniques can facilitate wider consumption, including in urban areas, increase seasonal availability and provide off-farm employment, and can therefore generate income and contribute to household food security in rural areas. Improved marketing can improve access to food, contribute to price stability and affordability, and increase the income of small-scale producers.

82. At the same time, consumers should be given the information required to enable them to make informed choices and should be encouraged to produce or purchase a variety of safe food and contribute to a diversified diet easily available at affordable prices. It is expected that the resulting shift in demand will encourage efforts towards diversification of local food production.

United Nations support programmes

83. In 1985 several United Nations organizations launched a 10-year action programme to control and prevent vitamin A deficiency. FAO has been particularly active in promoting food-based solutions by encouraging the production and consumption of carotene-rich foods. Projects have been implemented in several African countries, particularly Sahelian and Southern African Development Community countries.

84. Since 1985, the Food Policy and Nutrition Division of FAO has been implementing a programme for the promotion of under-exploited foods, with activities in several African countries and regions, and joint work in this field has been initiated with IFAD. Collaboration with ECA has also recently been strengthened to address more specifically the promotion of traditional and non-conventional food.

85. Within FAO, the Food and Nutrition Division has been collaborating with other technical divisions to incorporate nutrition considerations in agriculture, forestry and fisheries development programmes. Specific attention is given to the identification of target groups and of activities likely to promote household food security for vulnerable households.

86. The International Conference on Nutrition was organized by FAO in close collaboration with WHO. The Conference requested other United Nations organizations, regional intergovernmental organizations and all concerned agencies and organs of the United Nations system to define ways in which they could contribute to the achievement of the goals and strategies of the Conference.

Enabling factors at the African regional level

87. Several enabling factors in Africa will contribute to the success of such strategies and programmes, including (a) the tradition of strong solidarity networks; (b) the variety of locally available food sources; (c) under-exploited indigenous knowledge related to food and nutrition; and (d) the multiplicity of existing regional, subregional and national institutions and networks which could or should participate in these efforts. Many Governments have established intersectoral consultative committees to make the necessary arrangements for their country's full participation in the follow-up to the International Conference on Nutrition. Reflecting the intersectoral nature of food and nutrition problems, a large number of organizations and representatives from a large number of sectors were invited to participate in this process. Many of these committees have been given the responsibility for developing their country's national food and nutrition policy and for preparing and implementing a national plan of action for nutrition.

2.3 Policy, programme and investment requirements for enhancing agriculture production

Problems to be addressed

88. In the short and medium term, many countries in Africa will remain heavily dependent on external financial resources to supplement domestic resources in order to accelerate economic recovery and development. In the longer term, sustained efforts are required to promote growth in domestic savings which, unfortunately, have deteriorated to such levels that many countries are facing difficulties in even financing the maintenance and replacement of existing capital stock. In many instances, this situation is further exacerbated by natural disasters, civil strife and, sometimes, ongoing armed conflicts. Without access to external capital on concessional terms, the economic and social future of Africa is grim.

Goals and objectives

89. Sustainable agriculture and rural development should be enhanced so as to increase production, mainly of food crops, and hence improve food security and reduce poverty, with increased emphasis being given to management of natural resources and environmental protection. The achievement of this goal will be facilitated by policies, measures and institutional support structures designed to create an enabling environment for enhanced private sector investment.

Proposed strategies

90. The principal elements of a conservation-oriented development strategy, incorporating soil and water management and conservation, pasture utilization and the protection of genetic diversity will involve the development of policies, programmes and investment projects to (a) develop agriculture through extension, agro-forestry, fish farming, artisanal processing and nutritional education; (b) develop water resources for smallholder irrigation; (c) develop small-scale artisanal inland and coastal fisheries, with emphasis on resource

monitoring and the involvement of self-managed fishermen's associations; (d) consolidate and improve research and extension services for crop and livestock production and natural resource management, with emphasis on decentralization and improved links between the extension services and farmers and the involvement of private and commercially-based companies in cooperative research; (e) provide rural roads and other physical infrastructure, taking full account of local materials, labour and methods of construction and ensuring the full participation of beneficiaries in location, construction and maintenance; (f) provide rural credit/savings, which meet the constraints and deficiencies of small farmers by linking informal credit/savings groups and associations; (g) promote off-farm, income-generating activities to provide diversification of income in high-risk-prone, marginal farming areas; and (h) greater investment development support for private sector projects.

United Nations support programmes

91. The United Nations system should continue to support African countries in the analysis and monitoring of their macroeconomic structural reform programmes and policies and provide the necessary assistance, guidance and training for institutional development. In this connection, investments should particularly be targeted towards capacity-building and strengthening institutions to enable them to plan and implement programmes and projects, ensuring the full participation of local authorities and beneficiaries in their design.

Enabling factors at the African regional level

92. An enabling macro- and institutional environment is a necessary precondition for economic growth and to enable alleviation of rural poverty. Access of the rural poor to productive resources and services is dependent on sound policies regarding commodity pricing and marketing, money supply, control over interest rates and credit availability, taxes and government expenditures. The allocation of government resources to state and parastatal sectors should avoid competing with a competitive private sector, and should be used to target areas that are likely to benefit most the disadvantaged.

2.4 Food processing

Problems to be addressed and proposed strategies

93. In African countries, the agriculture sector is often largely of a subsistence nature and the possibilities for processing agricultural products in the manufacturing sector may be limited by the availability of a surplus. However, the manufacturing sector has an important role to play in guaranteeing food supplies and in food-security programmes in that it can improve the conservation and distribution possibilities of food even within a rural area. Much activity of this kind, principally in the form of such activities as milling, drying, etc., may already be carried out within the informal sector. Industrial processing of agricultural raw materials is not only a case of increasing value added; in some cases it can include the industrial processing of materials that are otherwise regarded as waste.

94. Three major groups of variables can be used to define the prospects and constraints to the development of the food industry by region: (a) physical and human resources; (b) non-physical infrastructure; and (c) sustainable development related parameters. Since technical cooperation is involved, for practical purposes UNIDO has divided member States into four basic groups according to their status on the above-mentioned variables and expressed through a parameter known as capacity of absorbing technology. Approximately 45 per cent (83 countries) have been classified as group C. From the technology view point, the countries in group C are in an intermediary position for receiving any type of assistance from an institution such as UNIDO. Around 26 per cent (48 countries) have been classified as group D, which would require very special attention regarding technology transfer for the promotion of their industrial development. Most African countries would come under these categories. The following table summarizes the prospects for development at various levels in the food sector.

Table 1. Prospective scenario for the food agro-industrial subsector

Technological trends	Consequences for the global economy	Implications for developing economies
1. Less stochastic agricultural and livestock (including fisheries) production.	- More controllable/efficient production and eventually overproduction of agricultural commodities.	- Possible presence of efficiency inequalities within integrated agro-industrial complexes and loss of market.
2. Increased production of non-food, manufactured agricultural and livestock products.	- Availability of new commodities to be used primarily for industrial purposes.	- Change in the technological patterns of the traditional international commodity market/changes in the production patterns of some industrial goods manufactured for the domestic market.
3. High degree of industrial automation and more flexible manufacturing units.	- Very high productivity manufacturing units/change in labour patterns.	- Possible presence of efficiency inequalities within integrated agro-industrial complexes and loss of market.
4. Increased production of high quality, premium-priced products.	- Availability of increasing number of high-quality, premium-priced food commodities.	- Changes in the quality patterns of the traditional international commodity market.
5. More efficient distribution systems for semi-processed, refrigerated goods.	- Changes in the traditional food distribution patterns/changes in labour requirements.	- Possible lack of technical capabilities to compete in the international market. Possible efficiency inequalities within the industrial sector oriented towards the domestic market.
6. Increased production of nutritionally and pharmaco-oriented manufactured food products.	- Availability of new food products, manufactured through non-conventional technologies.	- Changes in the production and processing patterns of the traditional international commodity market. Difficulties to access new markets.
7. Introduction of environmentally and energy friendly manufactured food products.	- Changes in the production system and labour requirements.	- Introduction of non-tariff barriers as "green-label" in the international trade market.
8. Increased concern with food safety of traditional products and introduction of additional techniques of quality management.	- Changes in the management practices of production systems and in the profile of corresponding human resources.	- Changes in the quality standards and management patterns of the traditional and non-traditional international food market.

2.5 Strengthening capacities and the role of African women agriculture producers

Problems to be addressed

95. While there is a growing recognition of the critical roles of rural African women in food production and food security, in natural resource and environmental management and in household management and family welfare, they are still confronted with considerable discrimination. Women have less access to productive resources in comparison with men, for example, land, water, credit, technology, extension and training; minimal and diminishing access to social services, for example, education, health care and information, population

education and family planning; and little economic, political and legal power to change their circumstances. This indicates the presence of an additional major constraint; the effort and resources directed towards redressing these inequalities have been insufficient.

Goals and objectives

96. Priority will be given to increasing the recognition of women's roles; policy advice to member Governments and NGOs; enhancing women's access to resources; nutrition and food security; the environment, natural resource management, population and sustainable development; and preparations for the Fourth World Conference on Women.

Strategies and United Nations support programmes

97. Increasing the recognition of women's roles. For over a decade it has been recognized that, if women are to benefit from and participate in development efforts, development specialists and policy makers must be sensitized to gender issues and national and United Nations system capacity must be developed to permit gender-responsive project, programme and policy development.

98. Policy advice. There is a great need to improve understanding of the impact of macroeconomic policies on rural women. The United Nations system is making efforts to integrate gender issues in training modules for mid-level policy planners and will continue to incorporate socio-economic and gender issues into macro-level policy training and modules in such areas as agricultural pricing, marketing and processing, fiscal and monetary programmes and trade and exchange rates. The United Nations system policy advice activities have also sought to strengthen national women-in-development machinery in government agencies and NGOs concerned with promoting the interests and concerns of rural women, especially to increase their capacity to participate more effectively and actively in policy formulation processes.

99. Enhancing women's access to resources. The project development and monitoring activities and related FAO regular programme support to enhance women's roles and increase their access to productive resources have been carried out in a variety of ways. Most often, pilot studies and activities are launched and lessons learned are then integrated into follow-up phases or similar projects in other areas. FAO has developed and introduced a set of management guidelines that define how to establish and manage a revolving fund. FAO field projects have developed several innovative approaches to overcome the constraints preventing women from receiving adequate support in extension and technical training.

100. Nutrition and food security. Recognizing women's essential roles and their major constraints relating to nutrition and food security, FAO continues to strive to enhance women's roles as primary nutrition managers at the household level, as income providers and as food producers, and to increase their access to all necessary resources.

101. The environment, natural resource management, population and sustainable development. While a large number of United Nations system activities are

oriented towards enhancing women's roles in sustainable development, specific efforts are focused on researching and raising awareness of the linkages between the role of rural women, poverty, environmental conditions and population dynamics.

102. Preparation for the Fourth World Conference on Women. The Fourth World Conference on Women: Action for Equality, Development and Peace, will take place from 4 to 15 September 1995 at Beijing. The Conference will assess how far women have advanced in the 20 years since the first world conference in 1975. All United Nations organizations have been requested by the General Assembly to prepare for the Conference in three ways: (a) to assist country preparations; (b) to continue implementation of the Nairobi Forward-looking Strategies for the Advancement of Women; 8/ and (c) to report on activities towards the implementation of the Forward-looking Strategies at the Conference.

2.6 Rehabilitation of African infrastructure in sectors supporting agriculture

Problems to be addressed

103. The African economies are beset by weak and inadequate physical, economic and social infrastructure for development, and more so in sectors supporting agriculture, including transport, communications, energy and water. The problems are compounded by inadequate policies, lack of coordination between ministries and organizations, inadequate planning capability, lack of trained human resources and technological know-how, lack of sufficient funding leading to inadequate maintenance and, in many cases, lack of adequate enabling legislation as well as appropriate mechanisms to enforce it.

Goals and objectives

104. As related to the agriculture sectors, the key goals will be (a) to establish an efficient, integrated transport and communications system covering air, road, rail, sea and inland waterways as a basis for the physical integration of Africa and to facilitate national and international traffic, with emphasis on the development of effective rural transport and communications infrastructure; and (b) to improve water quality and access through efficient, equitable and sustainable use and distribution of national as well as internationally shared water resources and river basins.

Proposed strategies

105. Development of programmes and projects for transport and communications infrastructure should take full account of the macroeconomic environment and the constraints within which the programmes operate in fulfilment of the objectives of the Second Transport and Communications Decade for Africa. They should be characterized by a focus on key problem areas, flexibility, appropriate promotion, adequate surveys, effective resource mobilization and efficient monitoring systems. In the field of water resources development, strategies should seek (a) to increase access to adequate supplies of clean drinking water in rural areas to 50 per cent of the population by 2000; (b) to improve

efficiency in the management, operation and maintenance of irrigation infrastructure schemes; (c) to improve soil and water conservation so as to increase rain-fed and irrigated agriculture, including catchment protection; (d) to improve river and lake basin management; (e) to improve access to new and low-cost technology; (f) to develop local manufacturing plants for pumps, accessories and spare parts; and (g) to promote hydrological and hydrometeorological data transfer between countries and improved water resources networks in order to encourage technical cooperation among developing countries.

United Nations support programmes

106. In addition to providing assistance in the implementation of the programme of the Second Transport and Communications Decade for Africa and other relevant programmes such as the Lagos Plan of Action, 9/ the Mar del Plata Action Plan, 11/ the International Drinking Water Supply and Sanitation Decade and the Abuja Treaty Establishing the African Economic Community, the United Nations system will (a) improve technical assistance for the formulation of objectives, policies, strategies and programmes through meetings, seminars, workshops and ad hoc expert group meetings; (b) seek to coordinate efforts to increase financial resources mobilization; and (c) promote subregional cooperation in areas where no formal mechanism or institutions exist for such cooperation.

Enabling factors at the African regional level

107. Peace, stability and security are prerequisite to any sustained national and international efforts to rehabilitate and develop rural infrastructures. Political commitment will be equally necessary to give practical effect to implementing the existing framework treaties, which provide the required enabling factors at the policy, legislative and institutional levels.

2.7 Monitoring and evaluation of poverty alleviation, development of socio-economic indicators in that regard and formulation of participatory and sustainable environmentally sensitive poverty alleviation programmes

Problems to be addressed

108. Many socio-economic development programmes in Africa exist primarily to relieve or alleviate poverty. However, the most important question is to find ways to determine which socio-economic indicators are best suited to assess progress made and to review policies that affect the poor in Africa. It has been realized that national and international development efforts focused on measurement-of-growth criteria to assess poverty reduction have failed to take into account the benefit to the large masses who live below the poverty line and who form the majority of the African population. To ensure that socio-economic indicators or measures reach the poor and socially disadvantaged groups, there is a clear need to reorient conventional development thinking and strategies to go beyond growth criteria and to focus on equity and other socio-economic objectives.

Objectives and proposed strategies

109. Objectives and proposed strategies include finding ways to measure well-being; design and conducting of household surveys; alternative ways to examine nutrition issues, for example methods of establishing a poverty line; ways of desegregating data in order to measure poverty reduction; and the need to develop a conceptual and methodological framework that can illustrate project and programme effectiveness in the intended and actual impact on the poor through achievement of objectives. This is why the formulation of participatory and sustainable environmentally sensitive poverty alleviation programmes, which aim at mobilizing the energies and resources of the rural poor themselves, should be recognized as all important in increasing their productivity and self-reliance. Indeed, the primary objective of rural development is the eradication of poverty, hunger and malnutrition. In pursuing these objectives, the participation of the intended beneficiaries, including women, is as important as the material results.

United Nations support programmes and enabling factors at the African regional level

110. Monitoring and evaluation will assist in analysing the current state of management of poverty alleviation programmes in every African country, with special emphasis on the strengths, weaknesses, challenges and opportunities. They will also include suggestions on ways to improve institutional efficiency, accountability and adaptability by taking into account geographic distribution of resources and equitable financial access to quality services by the poor, all of which will require the collaboration of the United Nations system.

111. The United Nations Secretariat in collaboration with ECA should prepare guiding principles for the design and use of monitoring and evaluation of poverty alleviation projects and programmes in order to pull together common principles based on systematic measurement of effects and impacts of those projects or programmes on the poor. These guiding principles should receive contributions from various United Nations agencies and organizations, and institutions and individuals both from within the United Nations system and from outside. The final and approved guiding principles should be distributed to all agencies and organizations in the United Nations system for use in projects and programmes linked to poverty alleviation.

3. Diversification of African economies

112. United Nations system support programmes in this area will be as follows, with ECA as the lead agency. Collaborating organizations include those referred to below.

(a) Identification of national policies conducive to diversification (UNCTAD, ECA, World Bank, International Monetary Fund (IMF), UNIDO, OAU);

(b) Establishment of a diversification fund for African commodities (UNCTAD, FAO, ECA, World Bank, UNIDO, OAU);

(c) Regional and national workshops or seminars to strengthen the structures for and ensure the development of diversification projects that could benefit from existing funding mechanisms (World Bank, UNCTAD, UNIDO, ECA, FAO);

(d) Diversification oriented to national and subregional needs (UNDP, FAO, ECA, UNIDO, UNIFEM);

(e) Building capacities to process natural resources (World Bank, UNIDO, Department for Development Support and Management Services, ECA, United Nations Environment Programme (UNEP)).

Problems to be addressed

113. Africa's economic crisis is structural in nature and calls for long-term measures aimed at effective transformation through diversification. For this transformation to materialize, it is of paramount importance to address such issues as the weak technological base; the insufficient linkage between the primary and the manufacturing sectors; the over-dependence of individual African countries on too limited a range of commodities (two or three); and the weak human, institutional and infrastructural capacities, particularly in the field of research and development.

Goals and objectives

114. The goal of the programme is the structural transformation of the African economies through vertical and horizontal diversification of the commodity sector. A most pressing preoccupation would be the reduction of the over-dependence of the majority of countries on the export of a few primary commodities. In addition, other objectives are the strengthening of Africa's position in traditional external export markets and the reduction of the high-risk exposure of the majority of countries which depend on a few commodities. Therefore, the enhancement of Africa's competitiveness and the mitigation of losses of preference margins, especially in the context of generalization of trade preferences and the conclusion of the Uruguay Round of multilateral trade negotiations of the General Agreement on Tariffs and Trade, are important objectives to be achieved.

Proposed strategies

115. For the transformation of the African economies to materialize, there will be a need to broaden the utilization spectrum of primary commodities. The strategy will aim at strengthening Africa's technological base, especially in agriculture and agro-industries, with the active participation of the private sector. Another element of the strategy is the establishment of intersectoral bridges between the primary and the manufacturing sectors and the coordination of production plans at the regional level in order to avoid oversupply situations.

116. Due consideration should also be given to the environmental impact of current and planned diversification programmes. In this regard, a comprehensive approach could be achieved through the establishment of a diversification fund for Africa's commodities, as called for by the General Assembly in its

resolution 48/214 of 23 December 1993. This is an important objective to be achieved by the international community.

United Nations support programmes

117. The United Nations system should endeavour to support African countries and their regional organizations in their efforts to formulate and implement policies and programmes for effective economic diversification. The related activities, to be implemented in a coordinated manner, should focus on the following:

(a) Building or strengthening capacities:

(i) Human capacities: training in resource survey and inventory techniques; skill development in processing and marketing techniques; training in environmental protection and management; training in resource mobilization techniques and financial management; and training of research staff;

(ii) Institutional capacities: assisting in the establishment and/or strengthening of relevant research centres for commodity diversification and processing; credit facilities, including rural credit arrangements, small- and medium-scale business promotion and funding agencies; and relevant regional institutions in support of national and multi-country diversification programmes;

(iii) Capacities for infrastructure development and management of environmental impacts: assisting in relevant physical infrastructure development at the national, subregional and regional levels and in carrying out surveys of the possible environmental impact of economic diversification programmes and drawing up related contingency plans;

(b) Advisory services on:

(i) Land reform policies and rural development, including extension services;

(ii) Monetary and financial policies in support of diversification and economic transformation (for example, exchange rates, interest rates, resource allocations, etc.);

(iii) Industrial policies (in the framework of the implementation of the second Industrial Development Decade for Africa);

(iv) Investment promotion and trade development policies;

(v) Regional economic cooperation and integration and their policy implications;

(vi) Gender-oriented planning and population.

Enabling factors at the African regional level

118. The successful implementation of the action programme that the United Nations system will promote would require that a strong partnership be established between the public and the private sectors of African countries. In this regard, African Governments should facilitate, promote and support the diversification projects initiated by the private sector.

4. Mobilization of external and domestic financial resources

119. United Nations system support programmes in this area will be as follows, with ECA as the lead agency. Collaborating organizations include those referred to below.

(a) Policy incentives and measures to improve domestic savings by households, enterprises and the State (UNCTAD, World Bank, IMF, ECA, UNICEF);

(b) Establishment of efficient domestic intermediating institutions for the mobilization of resources and their channelling to efficient applications (Department for Policy Coordination and Sustainable Development, Department for Economic and Social Information and Policy Analysis, World Bank, IMF, ECA, UNCTAD, IFAD);

(c) Investment promotion, including foreign direct investment and credit schemes (UNCTAD, World Bank, IMF, FAO, UNICEF);

(d) Debt relief and debt conversion for human development (UNCTAD, World Bank, UNICEF, UNESCO, ECA).

4.1 Policy incentives and measures to improve domestic savings by households, enterprises and the State

Problems to be addressed

120. The low rate of mobilization of domestic resources has been a major impediment to the social and economic development of the African region. To a certain extent, and in addition to the low level of per capita income, this can be attributed to the failure to remove major internal policy and structural distortions. While external resources are a necessary complement, it is a most preoccupying concern that Africa cannot continue to rely heavily on these sources of finance for its development.

121. Other important factors which have impeded the ability of African countries to raise adequate revenues for capital formation include:

(a) The high marginal propensity to consume;

(b) The weak institutional machinery for resource mobilization;

(c) The non-optimal allocation of resources in the public sector, resulting in the marginal contribution to domestic saving;

(d) The lack of knowledge about the informal saving systems;

(e) Capital flight.

Thus, with a percentage of gross domestic savings in total GDP for developing Africa as a whole of 12.4 per cent in 1960, 17.8 per cent in 1970, 18.6 per cent in 1980 and 15.5 per cent in 1990, an action programme to redress the situation is of vital importance.

Goals and objectives

122. The objective of the proposed action programme is to assist African countries to develop and implement policies and measures for the efficient mobilization of domestic resources and their efficient utilization. Not only will this objective contribute to accelerated growth and structural transformation of African economies, but it will also attract foreign investment.

Proposed strategies

Mobilization of public resources

123. Governments are at the centre of Africa's saving problem. As indicated earlier, public saving has a marginal and even, in some cases, negative contribution to domestic savings. In addition, Governments' action at the policy and institutional levels often adversely affect domestic resource mobilization. Therefore, special attention should be given to the need for promoting appropriate policy and institutional instruments and building the required capacity to promote and sustain a higher rate of domestic savings. Such instruments should include, first and foremost, creation an efficient tax administration and equitable tax systems through radical tax reforms. Specifically, there is a need to move away from trade taxation to taxation of productive sectors, especially services, as well as non-essential consumption.

124. On the expenditure side, it is important further to rationalize public expenditures. In this respect, there is a need to design and adopt austerity programmes, emphasizing the strict control of public expenditure so as to minimize wastage and financial leakage. In addition, radical measures are needed to make parastatals self-financing, including a limitation of their non-wage recurrent expenditures.

Mobilization of savings from households and private enterprises

125. While most domestic saving in Africa is of private origin (individuals and private enterprises), private savings remain consistently low, mostly because of government policies. It is important to devise a long-term strategy, focusing, inter alia, on:

(a) Income generation and poverty alleviation;

(b) The improvement of incentives for saving, including the monetization of non-monetary savings;

(c) The establishment of a link between formal and informal financial intermediation schemes.

126. Such a strategy should be well-integrated with such other short- and medium-term action programmes as:

(a) A sound macroeconomic framework;

(b) Efficient economic management and financial institutions;

(c) Appropriate conditions and instruments that provide adequate incentives to save;

(d) A better knowledge of the functioning of informal financial institutions and the extent of informal monetized and non-monetary savings.

These action programmes would require the building of the domestic capacity necessary for sound economic and financial management. In a longer perspective, the strategy would include the promotion of an autonomous, well-capitalized and well-managed financial sector, including the establishment of capital markets, preferably at the subregional level.

United Nations support programmes

127. The United Nations system could contribute in achieving the above objectives through collaborative support programmes. The possible areas for such support include institution-building and strengthening, capacity-building, operational activities and research.

(a) Institution-building and strengthening:

(i) Technical assistance in the establishment and strengthening of national institutions aimed at ensuring an optimum allocation of resources with the objective of improving the rate of public saving;

(ii) Technical assistance to strengthen the machinery for and infrastructure of an enabling financial system;

(iii) Technical assistance in strengthening the capacities of national and subregional statistical institutions in the collection of reliable economic and financial data, including in the informal sector, as spelt out in the Addis Ababa Plan of Action for Statistical Development in Africa in the 1990s; 12/

(b) Capacity-building:

(i) Support to the training of national professionals (in the public and private sectors) in budget management and financial accounting;

(ii) Promoting and enhancing the participation of national professionals in conceptualizing and carrying out analytical studies related to the financial sector;

(iii) Organization of workshops and seminars on indigenous financial management practices;

(c) Operational activities:

(i) Funding operational activities aimed at increasing productivity and production, as well as generating employment;

(ii) Support for the implementation of the programme for the Second Industrial Development Decade for Africa, with emphasis on the development of small and medium-scale industries;

(d) Research and studies:

Support for research and studies on the informal financial sector, including measures to link it with the formal financial sector.

Enabling factors at the African regional level

128. African Governments should, for their part, demonstrate their commitment and capacity to play a catalytic role in the mobilization of domestic resources. An important aspect of such a commitment is the establishment of a mutual trust between the public sector and economic operators so as to create the enabling environment necessary for the development of the private sector.

4.2 Establishment of efficient domestic intermediating institutions for the mobilization of resources and their channelling to efficient applications

Problems to be addressed

129. The structures and instruments of existing financial institutions in African countries have been unable to cope with either the rapid technological changes that have been taking place in the international banking system or the diversified pattern of financial savings and investment portfolios. Indeed, in most countries these institutions have not played an effective financial intermediation role. Their activities have generally focused on the short-to-medium term, and on non-productive sectors. Specifically, they have concentrated mainly on the services sector, especially trade, instead of promoting the development of a strong and dynamic production base. Finally, the existing institutions have hardly been conducive to the development of a competitive and efficient financial system. Consequently, they have been unable to finance long-term development in such basic sectors as agriculture, industry and infrastructure, or to provide high-yielding long-term savings.

Goals and objectives

130. In view of the above, the main objective should be the development, in African countries, of a dynamic financial sector. To that end, the proposed programme would invariably have to include the following key elements:

(a) Deepening, strengthening and diversifying the institutional framework of the financial sector as well as the financial instruments and services that it offers, in particular in rural areas;

(b) Ensuring that the overall macroeconomic framework has a positive impact on the performance of the financial sector;

(c) Facilitating the interaction of informal financial markets with the formal markets, with a view to integrating them.

Proposed strategies

131. The creation of a dynamic and competitive financial sector in Africa, including the broadening and strengthening of its institutional framework, would have to be based on short-, medium- and long-term measures. These include, in the short and medium term:

(a) Removing the public sector monopoly on financial institutions, and diversifying the latter, when necessary;

(b) Where the necessary capacity is available, promoting private financial institutions, including in rural areas, in order to stimulate competition. In the long term, there is a need to develop subregional capital markets to procure adequate investment funds that are commensurate with the needs for diversification of the productive base.

United Nations support programmes

132. The financial institutions and development funds of the United Nations system have an important role to play in the implementation of the above strategies, in close cooperation with development institutions, especially at the regional level. The action required includes the provision of the necessary technical and financial assistance for:

(a) The establishment of sound monetary and financial institutions and mechanisms for the mobilization of domestic resources, including the repatriation of flight capital by nationals and their channelling to the productive sectors;

(b) The promotion of appropriate financial institutions for small savers and for the development of small and medium-scale enterprises, especially in the rural areas;

(c) The formulation of an appropriate legislative framework to provide for clearly defined functions and authority for central banks.

Enabling factors at the African regional level

133. African countries should also contribute to the establishment of efficient intermediating financial institutions. A major aspect of such a contribution is to give a stronger legal mandate to African central banks. Indeed, a well-defined role for central banks would lead to the removal of imposed regulations in the banking system and leave room for non-banking financial systems.

4.3 Investment promotion, including foreign direct investment and credit schemes

Problems to be addressed

134. With the low level of domestic saving, foreign saving financed 25 per cent of total investment in sub-Saharan Africa in 1992. However, this was done mainly through concessional financing which, in recent years, has been stagnating or declining. Unfortunately, while direct and portfolio equity investment flows have substantially increased world wide in recent years, Africa has not managed to attract much of these resources, mainly because of an unattractive investment climate and an underdeveloped private sector for channelling domestic and foreign private investment.

Goals and objectives

135. In view of the above, the long-term objective for Africa should be to increase both domestic and external financing. However, in the short and medium term, it is of paramount importance for African countries to attract non-debt-creating foreign direct investment.

Proposed strategies

136. Fiscal stability, market-determined interest rates, realistic exchange rates and the development of the private sector would go a long way towards building up the confidence of foreign investors. The proposed strategies should also include the removal of administrative, fiscal and legal restrictions to foreign direct investment, greater efficiency in the productive sectors, the maintenance and further development of supportive infrastructures and the development of the required human capacity.

United Nations support programmes

137. Several institutions of the United Nations system could contribute to a collaborative programme aimed at investment promotion in Africa. Specifically, those involved in such areas as development planning and management, financing, trade and human resource development should play an important role. The collaborative programme should include technical and financial assistance, not only in creating an enabling environment but also in such specific areas as the establishment of trade and investment promotion centres.

Enabling factors at the African regional level

138. Efforts towards macroeconomic and political stability are prerequisites for any involvement of foreign investment. In addition, more outward-oriented economic policies, the development of human capital and the strengthening and deepening of market-based institutions would be essential enabling factors that African countries should endeavour to put in place.

4.4 Debt relief and debt-for-development swaps

Problems to be addressed

139. Africa's debt burden has had painful consequences on the region's capacity to grow and develop. In spite of the many rescheduling agreements obtained in recent years, debt service continues to absorb over 23 per cent of total export revenues and to constrain investment and human development.

Goals and objectives

140. The main requirement for African countries is to limit their debt service to a manageable level through the improvement of existing facilities. In this regard, the advocacy for more debt relief measures should be vigorously continued.

141. In addition, debt swaps are pragmatic means to alleviate the debt burden of highly indebted countries. However, such measures should be conceived with clear objectives at the global and sectoral levels. Specifically, human resources development, employment generation through public works, etc., are some of the possible areas of debt-for-development swaps. Building capacity for debt management is also an important objective.

Proposed strategies

142. Under the current international debt strategies, and in addition to outright debt relief through cancellation and rescheduling, there are a variety of opportunities for debt swaps, among which are debt-for-nature, debt-for-education, debt-for-health and many other variants. However, at present, the number and value of debt-for-development transactions that have taken place are rather limited. Strategies should therefore be devised further to expand the scope and value of debt conversions in Africa.

United Nations support programmes

143. The United Nations system can provide substantial assistance to African countries to develop pragmatic strategies for the utilization of debt-for-development potentials. Specifically, technical assistance should be provided in:

(a) Development of indigenous expertise to prepare and follow up swap operations;

(b) The formulation and implementation of debt-for-development projects, especially in water, health, education, nutrition and rural and urban settlement, etc.

Enabling factors at the African regional level

144. African countries should prepare themselves to take full advantage of debt swap facilities. They should direct the benefits of these facilities to high priority social sectors such as education, health and the environment and develop the capacity to assess and manage the impact of swaps on the overall economy.

5. Growth, equity and sustainable development

145. United Nations system support programmes in this area will be as follows, with UNDP as lead agency. The collaborating organizations include those referred to below.

(a) Enhancing the environment for economic growth (UNCTAD, World Bank, IMF, ECA, UNDP, FAO, UNIFEM, United Nations Sudano-Sahelian Office);

(b) Investment promotion, including foreign direct investment (UNCTAD, World Bank, IMF, UNDP, FAO, UNICEF);

(c) Minimizing the social cost of adjustment and assisting vulnerable groups (World Bank, UNICEF, UNDP, UNFPA, ECA, UNESCO, WHO, WFP, FAO);

(d) Environmental protection and natural resources management (UNEP, Department for Policy Coordination and Sustainable Development, Department for Development Support and Management Services, World Bank, FAO, Habitat, ECA, UNIFEM, World Meteorological Organization (WMO), UNESCO);

(e) Provision and maintenance of basic infrastructure and services, especially water supply and sanitation (UNICEF, WHO, UNDP, World Bank, UNFPA, Habitat, UNICEF);

(f) Urban management and promotion of settlement policies (Habitat, Office of the United Nations High Commissioner for Refugees (UNHCR), Department for Development Support and Management Services, ECA, UNICEF).

5.1 Enhancing the environment for economic growth

Problems to be addressed

146. The central challenge is to reverse the current stagnation and decline and restore growth with greater equity by assisting African countries to establish a favourable policy and institutional environment. Underpinning the United Nations system's response to the crisis are the stabilization and structural adjustment programmes introduced by IMF and the World Bank respectively and supported by the international donor community. These programmes are aimed at

correcting structural and other imbalances in the African economies, enhancing the market mechanism and promoting development. They have, however, given rise to concerns about their side effects on the poor and various suggestions have been made for minimizing the so-called "social costs of adjustment".

Goals and strategies

147. The goal is to achieve economic growth with social equity and to restore growth to levels exceeding population growth, thereby raising living standards to acceptable levels. The overall strategy will be to cooperate in designing programmes to assist countries in creating an enabling environment for economic growth, to be achieved through a framework of policies and action that integrates economic and social factors as well as good governance. In order to achieve and pursue economic growth with equity, these policies will need to be implemented in a sustained and coherent manner. Strategies will build upon the following four major pillars:

(a) Governance. The role of the Government is particularly important. Governments provide the legal and institutional framework for economic development through economic and institutional reforms. Support will be provided to enhance capacities for policy formulation and implementation;

(b) Economic environment. Assistance will be provided to countries in the pursuit of macroeconomic stabilization, including the creation of a favourable climate for private saving and investment and the restructuring and privatization of public enterprises with targeted measures to improve the economy's human capital through adequate education and training. Economic policies must be formulated in the context of a long-term vision, taking into account society's broad long-term objectives. Economic reforms must provide for access to basic services and adequate nutritional levels by the poor;

(c) Social environment. Assistance strategies to enhance economic growth will take into account social, cultural and ethnic factors as determinants of economic development and growth. They will also take into account special measures to protect the poor, for example, the setting-up of social safety nets;

(d) Resource mobilization and reduction in Africa's debt-service burden. For details, please see section 4 (d) above.

United Nations support programmes

148. United Nations system support programmes will be based on greater collaboration between the Bretton Woods institutions and other organizations of the system in assisting African countries in the design and implementation of policies and programmes and in strengthening national capacities and institutions so as to create a favourable environment for sustained and sustainable growth and development.

5.2 Minimizing the social costs of adjustment

Problems to be addressed

149. In spite of the progress made in recent years in integrating the social dimension in structural adjustment programmes, their pace, sequencing and social impact continue to be viewed from different perspectives. This divergence in perspective on the social costs of structural adjustment tends to dilute the effort to harmonize development activity in Africa.

Goals and objectives

150. Seeking to minimize the social costs of structural adjustment, the goal is to ensure that the relevant organizations of the United Nations system work together to integrate the social aspects more fully in the design, formulation and implementation of structural adjustment programmes with the aim of restoring sustained economic growth and social progress.

Proposed strategies

151. The organizations of the United Nations system will assist African countries to adopt development strategies that address the needs of vulnerable groups during the adjustment process. The strategies for addressing these problems include:

(a) The timing of adjustment and the use of external finance should be articulated to ensure sustained levels of output, investment, and satisfaction of human needs over the adjustment period;

(b) Support for the selective use of policy instruments, such as taxation, government expenditures and credit for the reallocation of resources and development activities in favour of the poor;

(c) Compensatory programmes can be used to protect the basic health and nutrition of low-income families during the early stages of adjustment;

(d) Definitive research producing results leading to harmonization of divergent points of view. The United Nations organizations will support this research with continuous monitoring of the living standards of low-income groups during adjustment.

United Nations support programmes

152. In minimizing the impact of structural adjustment on the vulnerable groups, the United Nations organizations will support Governments in several areas of economic activity:

(a) The formulation of macro- and sectorial policies designed to ensure the protection of human needs during adjustment and support for budgetary policies to ensure that key social expenditures are not adversely affected;

(b) The restructuring of social services in favour of low-cost interventions, such as primary health care, basic education and self-help housing with better targeting and management;

(c) Support for employment-generating public works and food-security interventions to compensate for the income lost as a result of adjustment;

(d) Programmes for building indigenous African capacities for economic management and for other direct policy measures such as monitoring nutritional status and identifying people at risk, and research into the issue of the costs of adjustment.

5.3 Improving environmental protection and natural resources management

Problems to be addressed

153. Most African countries face accelerating environmental degradation and resource depletion. Critical environmental issues include:

(a) Desertification. More than one quarter of Africa's land can be described as moderately to severely desertified;

(b) Deforestation. During the 1980s, Africa lost an average of 3.8 million hectares of forest each year. An estimated 5 million hectares of forest are lost annually;

(c) Fuelwood shortages. Fuelwood supplies around 80 per cent of total energy needs and is already in very short supply;

(d) Declining soil fertility and erosion. Of all developing regions, Africa has the highest proportion of land losing its fertility. By 1989 over 80 per cent of Africa's rangelands and cropland in arid areas were estimated to be affected by soil degradation;

(e) Loss of biological diversity. Around 60 per cent of Africa's original dry forest, moist forest, savanna and mangrove habitats had disappeared by the mid-1980s;

(f) Inadequate water supply and sanitation. In 1988, over 200 million people in Africa lacked access to safe drinking water. Over 250 million lacked adequate sanitation facilities;

(g) Pollution of air and water. Pollution from industry, vehicles and agrochemicals has increased sharply and remains largely uncontrolled;

(h) Growth of slums. Between 1975 and 1990 the urban population increased from 25 per cent to nearly 35 per cent of the total population. Most of that growth occurred in rapidly expanding slums, especially in capital cities;

(i) Population growth and economic stagnation. With lack of economic growth in the face of rapid population increase, many African Governments are compelled to pursue short term economic recovery policies which often transfer ecological and financial debt burdens to later generations.

Goals and objectives

154. The main goals for economic, social and environmentally sound development in Africa during the 1990s are:

(a) To accelerate self-sustaining economic growth with equity;

(b) To improve the health, income and living conditions of the poor;

(c) To ensure sustainable use of the environment and natural resources for the benefit of present and future generations. The organizations of the United Nations system will assist African countries in their efforts to achieve these goals within the framework of Agenda 21.

155. Taking into account key African regional strategies and plans, 3/ the main objectives for environmental and natural resource management in Africa include:

(a) To provide adequate access to clean water and sanitation, especially for the urban and rural poor;

(b) To secure national and household food security while preventing further soil degradation, erosion and desertification;

(c) To conserve biological diversity and ensure that local communities participate in decision-making and that they receive a fair share of the revenue from and benefits of local nature reserves, wildlife management and tourism;

(d) To make sustainable use of forest resources while preventing further deforestation and habitat destruction;

(e) To prepare and implement water management plans, especially for the protection and equitable use of shared water resources in many key international river basins;

(f) To make sustainable use of marine resources while protecting the marine environment;

(g) To make more efficient use of energy resources and provide renewable and affordable energy alternatives for poor households;

(h) To control the sale, use and disposal of toxic or potentially dangerous substances and prevent the dumping of hazardous wastes;

(i) To accelerate sustainable industrial production and facilitate the use of cleaner and environmentally sound technologies.

Proposed strategies

156. In support of the above objectives, the following strategies will be pursued:

(a) Effective use of the combined expertise of the organizations of the United Nations system through joint programmes focused on national and regional priorities for sustainable development;

(b) The participation of beneficiary Governments in regional and global programmes for environmental protection and improvement;

(c) To incorporate assessments of economic, environmental and equity impacts into the approval process for all national and regional programmes and projects.

157. The focus and priority for African countries and for the support programmes of the United Nations system will be the United Nations New Agenda for the Development of Africa in the 1990s. Success in carrying out that Agenda will depend on forging new and more effective country-led partnerships with United Nations system organizations and other aid agencies. It will also depend on better coordinated and joint programmes among the different organizations in the United Nations system, especially as regards the structural adjustment policies of the World Bank and IMF and the economic, social and environmental programmes of other United Nations organizations.

158. Programmes of economic reform, social progress and environmental improvement will be increasingly integrated into a single agenda for sustainable development. Agenda 21, adopted at the United Nations Conference on Environment and Development 1992, represents a major step towards the integration of environment and development in a common agenda for national and international action. At the national level, the new country strategy notes prepared jointly by national inter-ministerial teams and United Nations inter-agency teams will help to create and focus new partnerships for implementing a new agenda for economic growth, equity and sustainable development in Africa.

United Nations support programmes

159. The United Nations system will assist African countries in their efforts to promote the implementation of Agenda 21 and to have the developed countries meet their commitments under that agreement. At the national level, organizations of the United Nations system will assist African countries to strengthen their environmental policies, laws and institutions; to implement national strategies and plans for sustainable development; and to integrate economic, environmental and equity concerns into policy formulation processes.

160. Most organizations of the United Nations system will provide support to a broad range of environmental issues in Africa, including water and sanitation; sustainable agriculture and food security; biological diversity; sustainable use of forest reserves; water resource management plans; marine environment and resources; energy; dangerous chemicals and hazardous wastes; sustainable industrial production and technologies; desertification and drought; disasters

and refugees; environmental monitoring and assessment; environmental standards and laws; environmental education and training; capacity-building; economic recovery; trade; debt; and sustainable development. The major challenge will be to coordinate and combine the relevant programmes and projects so that they better reinforce each other. Water and energy are two key areas that lack clear leadership and direction in the United Nations system, although there are substantial United Nations interventions in these areas. Under the new Capacity 21 initiative of UNDP and other United Nations capacity-building programmes in Africa, greater use will be made of local and regional expertise, this being key to capacity-building.

5.4 Provision and maintenance of basic infrastructure services, especially water supply and sanitation

Problems to be addressed

161. The problems of basic infrastructure services, water supply, sanitation, power, transport, telecommunications and irrigation, in Africa are manifold. In an environment of slow growth, lack of public and private resources, limited external assistance and constraints of technical, managerial and organizational capacity, the challenges in basic infrastructure are formidable. A key factor, unlike other basic services such as primary health care and basic education, is that basic infrastructure requires massive capital investment at the initial stage and ongoing, operation and maintenance costs, which can be significant if the capital stock is allowed to deteriorate. Deficiencies, inadequate maintenance of basic infrastructure services, fiscal drain on the recurrent and capital budgets and neglect of the poor and the environment are some of the other problems posed in this sector. The key problems are that more than 300 million people in Africa, 51 per cent of the total population, lack access to safe drinking water and 200 million more people will need to be served by the year 2000; nearly 400 million people, 60 per cent of the population, lack sanitation facilities and by the end of 2000 another 225 million people will need to be served; many African cities are choking with waste, with city authorities unable to remove more than a third of the solid waste generated each day; in 1991 Africa had an average of only 0.91 telephones per 100 inhabitants in rural areas, the lowest ratio of any major area in the world.

Goals and objectives

162. Extensive consultations in various international forums, attended by nearly all Governments, United Nations organizations and many non-governmental organizations, have resulted in the formulation of several development goals for the decade 1990-2000.

(a) Water and sanitation goals for the year 2000:

(i) Universal access to safe drinking water and sanitary means of excreta disposal;

(ii) Elimination of guinea-worm disease (dracunculiasis);

(iii) Collection and recycling or environmentally sound disposal of 75 per cent of solid waste generated in urban areas;

(b) Transport and communication goals:

(i) Construction of an efficient integrated transport and communications system linking the different countries and regions of Africa;

(ii) Development of indigenous capabilities to plan, manage and operate transport and communications systems in Africa efficiently.

Proposed strategies

163. Water and sanitation. The main elements of the strategy for universal coverage of water supply and sanitation for Africa are the use of simple, cost-effective technologies in rural and peri-urban areas, with provision of back-up support and facilities for operation and maintenance; standardization of technology within countries to facilitate installation and subsequent operation and maintenance; integrating broad-based health education programme components with all water supply and sanitation development initiatives; and new financing mechanisms such as rural banks and credit unions should be created to facilitate lending to communities for local development activities including water supply and sanitation projects.

164. Transport and communications. The strategy for transport and communication development will include a steady expansion of interregional networks linking local areas of production with markets; development of indigenous capabilities to plan, manage and operate transport and communications systems more effectively; and development of indigenous capability to manufacture critical spare parts, components and equipment required for the sustained development of transport and communications in Africa.

United Nations support programmes

165. Water and sanitation. Nearly all Governments in Africa have prepared national programmes of action for achieving various development goals, including universal access to water and sanitation by 2000. The United Nations support programmes in the water and sanitation sector will be built around these Government-led efforts by focusing on the preparation of an environment-friendly national water supply and sanitation policy; preparation of a national water and sanitation action plan; development of a decentralized support structure to provide assistance to communities; preparation of programmes to match the national water and sanitation objectives; development of human resources in the sector; and improvement of subregional coordination and cooperation.

166. Transport and communications. The United Nations support programme will include:

(a) Coordination, harmonization and liaison with other relevant United Nations organizations;

(b) Advisory services and training;

(c) Resource mobilization.

5.5 Urban management and promotion of coherent settlement policies

Problems to be addressed

167. Africa is experiencing unprecedented urban growth which has caught most Governments unprepared. Between 1960 and 1980, the total urban population in sub-Saharan Africa increased from 33 to 90 million, registering an annual growth rate of 10.5 per cent. The major problems may be identified as:

(a) The high rate of urbanization, accompanied by a stagnating rural sector;

(b) Over-centralization of service and administrative functions in the capital cities;

(c) Inadequate availability of trained manpower and institutions capable of effectively executing development programmes;

(d) Failure of most countries to adopt and implement a national spatial policy providing a framework for balanced development.

Goals and objectives

168. The overall objective is to ensure sustainable management of urban and rural settlements in order to enhance their ability to improve the living, working and leisure conditions of the population, especially the marginalized and disenfranchised, thereby contributing to the achievement of national economic development goals. In urban management, the principal objectives to be pursued to strengthen management practices and improve coherence in human settlements policies include promotion of modern development management approaches, convergence of key characteristics of appropriate management, and concentration on strategic interventions.

Proposed strategies

169. United Nations system strategies for promoting human development will be based on broad-based participation, strengthening local authorities, maximum use of local resources, full incorporation of environmental considerations into management and urban planning practice, partnership and collaboration, consistency and coherence of guidance, and capacity-building.

United Nations support programmes

170. Among the various United Nations support programmes, the one of greatest significance for the improvement of urban management and the promotion of coherent settlements policies in Africa is the urban management programme. It is a long-term, global technical assistance programme, initially funded for the

10-year period 1986-1996, designed to strengthen the contribution that cities and towns in developing countries make towards human development, including economic growth, social development and the reduction of poverty. The programme involves a partnership of many actors in developing countries at the regional, national, municipal, non-governmental organization and community levels. The programme has built up its operational momentum through the participation of 15 multilateral and bilateral external support agencies, and, as such, it is the largest global multi-agency technical assistance programme in urban development in the world. Key partners in the programme are those representing the public, private and community sectors in developing countries participating in the programme; it currently has ongoing, completed or planned activities in some 30 countries in Africa.

171. Throughout the Africa region, the urban management programme has so far established a network of 50 expert panel members on the 5 components of the programme and 10 leading institutions that will, in the short and medium term, provide the necessary support to the implementation of the programme, and in the longer term, to the capacity-building process.

5.6 Rehabilitation, reconstruction and development

Problems to be addressed

172. Africa has, in recent years, suffered from the effects of conflicts resulting in, among other things, the disruption of growth and development and the displacement of millions of people. Periodic droughts and other natural disasters have similarly contributed to emergency conditions and greatly increased humanitarian needs. African capacities for responding to such crises are vastly inadequate. In view of the existing and potential crisis situations on the continent, the organizations of the United Nations system have an indispensable role to play in responding to complex emergencies in the region.

Goals and strategies

173. The overall objective is not only to meet immediate humanitarian needs by spearheading an international response to emergency situations, but to restore and enhance long-term development. Thus, within the context of preventive diplomacy and preventive development, the strategy for dealing with emergencies encompasses a continuum from preparedness to emergency assistance, rehabilitation, reconstruction and development.

United Nations support programmes

174. United Nations system programmes include assistance to African Governments for the preparation of national plans for disaster preparedness, reconstruction, re-establishment of national planning capacities and reintegration of returnees and internally displaced persons. In complex emergencies, the Department of Humanitarian Affairs of the United Nations Secretariat provides a leadership role in coordinating the system's response, with the participation of relevant organs, organizations and bodies of the system.

175. At the country level, the resident coordinators, in their role as coordinators of humanitarian assistance and chairpersons of the country disaster management teams, are responsible for coordinating a quick response of the United Nations system.

176. ECA, in collaboration with UNDP and the Department of Humanitarian Affairs, has prepared an agenda on emergency, humanitarian, rehabilitation and reconstruction affairs in Africa, which formed the basis for missions to several African countries for the purpose of formulating master plans to deal with situations of rehabilitation, reconstruction and development.

177. From experience gained so far in this area, it is now possible to draw important lessons for future action. Among these is the importance of capacity-building, disaster preparedness and popular participation as inseparable elements of development. Decentralization, when properly handled, could increase the participation of the people in planning and could also be cost-effective.

Enabling factors at the African regional level

178. There is a growing improvement in the ability of African Governments to handle emergency situations and move from rehabilitation to reconstruction to development. Various bodies and institutions have been set up in some countries to deal with emergency situations and help with rehabilitation and reconstruction. However, as the inadequate response to many human catastrophes shows, far more needs to be done before the continent can lay claim to have an effective emergency response system. United Nations system support programmes will promote the development of such a system by assisting regional and subregional cooperation in the continuum from preparedness to rehabilitation, reconstruction and development.

6. Regional economic cooperation and integration

179. United Nations system support programmes in this area will be as follows, with ECA as lead agency. The collaborating agencies include those referred to below.

(a) Enhancing intra-African trade (ECA, UNCTAD, World Bank, UNDP, FAO, OAU);

(b) Upgrading transport, communications and energy infrastructure (World Bank, ECA, OAU, ADB);

(c) Promoting multinational production ventures, especially in basic industries (World Bank, UNIDO, ECA, OAU, ADB).

Problems to be addressed

180. The need for economic integration in Africa cannot be overemphasized. With small national markets, a weak human resource base, inadequate physical and institutional infrastructures and narrow production structures, the majority of

African countries do not meet the requirements to be dynamic economic entities. The region is characterized by disjointed physical spaces with excessively exterior-oriented transport and communication networks and production systems that have been unable to generate intraregional trade exchanges, even in such a critical commodity as food. Therefore, economic integration should be seen as the most viable approach to balanced economic growth, structural transformation and sustainable development in Africa.

181. However, economic integration is not an end in itself. It must be based on complementarity and common objectives. While the movement towards a world economic system dominated by trading blocs in other regions has lent additional credibility to the option of African regional integration, the successful achievement of this goal will depend on the actual social and economic development performance and needs of the countries concerned. While there is no universal approach to economic grouping, the process is made easier when partner countries have achieved the fundamentals for integration, including coherent and integrated national social, infrastructural and economic systems.

182. Africa's experiences in regional cooperation started as early as the 1960s. However, the results so far achieved being limited, it is important to address the above issues so as to lay groundwork for the success of the current endeavour.

Goals and objectives

183. The ultimate goal is the development of the African Economic Community, in conformity with the Abuja Treaty proclaimed in June 1991, which came into force as of May 1994.

184. For the short and medium term, the objective is to establish the basis for economic integration at the national and subregional levels. At the national level, major objectives are to strengthen the productive sectors, especially the food and agricultural sector, facilitate capital formation, develop and maintain infrastructures, especially in rural areas, and build up the human and institutional capacities necessary for achieving collective self-reliance.

185. At the subregional level, the immediate objective would be further to strengthen and harmonize existing institutions, upgrade inter-State transport and communications systems and enhance intra-African trade.

Proposed strategies

(a) At the national level, the overall strategy should be poverty reduction and alleviation as a basis for capacity-building in the process of economic integration. It should include institutional transformation and capacity-building programmes, especially in stimulating agriculture and agro-based industries and building basic infrastructures, especially in rural areas;

(b) At the subregional and regional levels the Abuja Treaty establishing the African Economic Community provides the necessary institutional framework and mechanisms for a realistic and pragmatic stage-by-stage approach. The

multi-country strategy will be driven by the potential for economies of scale on the one hand, and by the search for solutions to common problems on the other. The main elements are outlined below.

Enhancing intra-African trade

186. Available data clearly demonstrate that the performance in intra-African trade in the subregional groupings, as well as at the regional level, has generally been poor. Therefore, promoting intra-African trade should be perceived as a major element of regional integration and cooperation efforts.

187. African ministers for trade have already outlined the main instruments for promoting intra-African trade. These are:

(a) Trade liberalization of domestically produced goods, including elimination of tariff and non-tariff barriers;

(b) Harmonization of production and distribution of industrial and agricultural products at subregional levels;

(c) Coordination of macroeconomic policies;

(d) Encouraging private sector initiatives in trade at the subregional and regional levels.

Upgrading transport and communications

188. The cost and quality of transport and communications modes are presently characterized by low competitiveness. The strategy should, inter alia, aim at providing the missing links, particularly between rural and consumption areas, improving skills for the maintenance of existing facilities, increasing the average density of telephone coverage, and reducing telecommunications charges.

Promoting joint ventures

189. The size of the fragmented national markets in Africa, with very few exceptions, does not match the requirements of competitive production in a context of increasingly open competition. Specifically, basic industries cannot be viable when established to supply such small markets. Africa therefore needs to set up cohesive, integrated and viable production structures.

190. The strategy will be to strengthen regional economic communities and intergovernmental organizations to develop capabilities for the formulation of policies, strategies and plans that will foster and sustain the creation of multinational production ventures, especially in basic industries. An important aspect of such capabilities is the creation of an appropriate institutional framework for launching and operating multinational production ventures.

United Nations support programmes

191. The United Nations system should support integration efforts by African countries at the national, subregional and regional levels. At the national

level, the support should be geared to programmes and projects in all major sectors, especially for agricultural development, poverty alleviation and human resource development. In addition, specific programmes aimed at consolidating the basis for internal integration at the national level should be promoted, such as the ongoing national long-term planning strategies.

192. The United Nations system should also mobilize resources for funding and implementing operational activities at the national level in the energy sector: research in renewable energies; reafforestation; development of economically attractive, small-scale hydro-electric power stations suitable for the electrification of rural areas; and, in the area of water and sanitation; improvement of water quality and quantity through efficient, equitable and sustainable use and distribution.

193. At the subregional and regional level, the United Nations collaborative programme should focus on the following main sectoral activities:

(a) A common approach to agricultural development in Africa, with emphasis on regional agricultural research strategies and private sector development;

(b) The Second United Nations Transport and Communications Decade for Africa, with emphasis on inter-State identified projects;

(c) The Second Industrial Development Decade for Africa, focusing on the multinational projects identified in various subregions;

(d) Agenda 21, with emphasis on an environment strategy for Africa and on the African Common Position on Environment and Development;

(e) Control of pandemic diseases such as malaria and AIDS and coordination of immunization and research programmes.

Enabling factors at the African regional level

194. African countries have already committed themselves to economic cooperation and integration. However, success in achieving this goal would require a pragmatic step-by-step approach, with emphasis on the strengthening of basic capabilities at the national level by giving high priority to education, agricultural production, poverty alleviation and environmental management, etc. While building the adequate national social and economic environment for integration, the political commitment to cooperate should be translated into concrete action and, especially, the harmonization of policies and strategies in the most challenging areas such as agricultural research, disease control, environmental management and the rationalization of the regional institutional setting. The move towards more integration would be the genuine empowerment of the civil society and the establishment of an enabling environment for private entrepreneurs across borders.

V. RESOURCE ALLOCATION AND EFFECTIVE UTILIZATION

195. Table 2 provides, for the years 1991 to 1993, commitments and expenditure (disbursements) by the organizations of the United Nations system to Africa. These do not include IMF and commitments by UNICEF. Commitments and expenditure are classified in three categories: grant assistance, concessional loans (IFAD and IDA) and non-concessional loans (IBRD and IFC).

196. It can be observed that the total disbursements to Africa from the United Nations system were $5,419 million, $5,430 million and $5,450 million for 1991, 1992 and 1993 respectively. This flow of resources has remained relatively constant over the three-year period. The share of grant assistance in the total disbursements increased from 40 per cent in 1992 to 43 per cent in 1993. The proportion of concessional loans increased from 38 to 42 per cent, while that of non-concessional loans declined from 22 to 15 per cent for the period under consideration.

197. Africa is the largest recipient of grant assistance from the organizations of the United Nations system. In 1991, grant assistance to Africa accounted for 51 per cent of the total development grants of $4,289 million from the United Nations system. This increased to 53.5 per cent of the total grant of $4,580 million in 1992.

198. Regarding the efficiency in the disbursement of grants, there is an improvement in overall terms, but a majority of organizations have shown a significant gap in disbursement as a proportion of allocations. The factors explaining these gaps are varied and are often specific to organizations and the recipient countries. However, some common factors that can be addressed include the following: delays in government concurrence for experts and project staff proposed by the organizations; difficulties in coordinating delivery of different inputs of projects; political instability, civil unrest, changes in procedures and modalities in approving and executing projects; weak local accounting and auditing capacity; and inability of recipient Governments to meet counterpart funding requirements.

199. Total concessional loans disbursed for the period 1991-1993 amounted to $2,039 million, $2,099 million and $2,263 million, indicating an increase of 11 per cent. IDA was able to achieve a 100 per cent rate of disbursement in 1993, showing a considerable improvement in disbursement efficiency. However, its commitments to Africa showed a significant decline.

200. Total loans committed and disbursed to Africa from IBRD have declined considerably over the period 1991-1993. On the other hand, the total commitments and disbursements to Africa from IFC showed an increase over the same period. The disbursement rate of IBRD has averaged 59 per cent over the three years under review. The low rate of disbursement is mostly owing to limited local capacity, defective design and execution of investment projects and programmes, procedural bottlenecks and inadequate compliance with audit covenants.

Table 2. Financial resource flows to Africa

(Thousands of United States dollars)

COMMITMENTS AND ACTUAL EXPENDITURES BY CATEGORY OF RESOURCE FLOWS AND BY ORGANIZATIONS OF THE UN SYSTEM						
ORGANIZATIONS	**COMMITMENTS**			**EXPENDITURES**		
	1991	**1992**	**1993**	**1991**	**1992**	**1993**
A. GRANT ASSISTANCE						
DDSMS a/	38286	30762	29617	30990	22919	20265
UNDP (Core fund)	425477	366646	299701	390380	330299	282470
UNDP (Administered funds)	91900	106538	116077	60789	79649	74903
UNSO	21550	28025	28507	20787	23637	19474
UNIFEM	5370	6049	10453	2046	2990	4402
UNCDF	42821	42231	28615	26275	40499	27821
Sub-total	*69741*	*76305*	*67575*	*49108*	*67126*	*51697*
OTHERS b/	22159	30233	48502	11681	12523	23206
UNFPA c/	78952	55856	72194	62001	42247	43744
UNICEF				235559	307596	322331
ILO	45761	47579	44491	45761	47579	44491
ITC	6595	6376	3236	5568	5539	2502
ITU	578	658	1059	578	658	1059
UNCTAD d/	22	4494	694	17	684	1971
UNHCR	270923	307574	386784	289981	280919	327678
UNITAR	405	392	528	405	392	445
WHO	136012	139351	139351	94943	108938	108938
WIPO	588	847	818	588	847	818
WMO	2020	3312	4594	1951	1623	2209
UPU	196	497	798	196	225	357
IMO e/	2676	1412	1059	2676	1412	1059
WTO f/						
ICAO	3120	4235	3951	1360	2364	1885
UNCHS	1235	1082	635	1241	567	595

ORGANIZATIONS	COMMITMENTS			EXPENDITURES		
	1991	1992	1993	1991	1992	1993
UNEP	1366	1822	2842	170	372	396
UNESCO	8330	8157	6650	4816	5005	3466
WFP	847000	1155000	690000	805209	1036299	916516
FAO	111442	125287	124529	73927	88649	80085
UNIDO	25797	25951	29915	16861	16861	20531
UNDCP	4915	4599	3699	4002	3302	2134
ECA	1341	2676	5882	3105	2676	5882
Total Grant Assistance	*2174678*	*2477408*	*2036679*	*2182182*	*2454747*	*2318427*
B. CONCESSIONAL LOANS						
IFAD	128396	115765	177[illegible]	[illegible]988	87116	99342
IDA	2867000	3013000	2164000	1946000	2012000	2164000
Total Concessional Loans	*2995396*	*3128765*	*2341744*	*2038988*	*2099116*	*2263342*
C. LOANS						
IBRD	2815000	1109000	1467000	1195000	869000	840000
(Cum.undisb.balance)		11589000	13659000			
IFC	3412	10588	32193	3116	6926	28351
Total Loans	*2818412*	*1119588*	*1499193*	*1198116*	*875926*	*868351*

Notes

a/ Out of the total amount under the Department for Development Support and Management Services, 65 per cent is funded by UNDP and UNFPA. Therefore the figures in this table are calculated on a 35 per cent basis.

b/ The main other programmes of the UNDP-administered funds not indicated specifically include: United Nations Volunteers, United Nations Revolving Fund for Natural Resources Exploration, United Nations Fund for Science and Technology for Development, famine and malnutrition, refuge-related ICARA and trust fund for SAPAM.

c/ At least $5.2 million was additionally spent in 1993. $3.9 million was addressed for country programmes and $1.3 million for regional programmes. This amount is not included in the expenditure records for 1993.

d/ For the allocation figures of 1992, the trust fund was allocated for regional programmes for a period of 5-6 years.

e/ IMO is not disposed of a regular budget for technical cooperation activities and depends entirely on UNDP resources and some bilateral funding for its technical assistance programme transferred to other years or other projects in other countries.

f/ All WTO projects are funded by UNDP.

201. It can be reasonably assumed that the above trends observed in the flow of resources to Africa by the organizations of the United Nations system are likely to continue for several years to come. This means an average flow of financial resources in the amount of $5.5 billion per year, of which 40 to 45 per cent will be in development grant assistance, about 40 per cent in concessional loans and 15 to 20 per cent in non-concessional loans from IBRD and IFC.

202. In recent years, emergency situations, both natural and man-made, have increased dramatically in Africa. Accordingly, increasing resources have been required for relief operations. However, the emergency requirement should not be met at the expense of development resources. Additionality should be stressed. The United Nations system needs to continue to address these issues. The resources needed for development cooperation against their availability and the need for emergency operations should be highlighted.

VI. COORDINATION

203. To maximize the impact of United Nations system activities for the implementation of the New Agenda, concerted efforts of all entities are needed to develop shared strategies and utilize the scarce resources effectively. Cooperation and coordination among the various organizations of the United Nations system in the implementation of the New Agenda should therefore be strengthened. In addition to existing Administrative Committee on Coordination (ACC) machinery, which provides adequate opportunities for close coordination, the Inter-Agency Task Force on Africa and the newly established Panel of High-Level Personalities on African Development provide forums for coordination. Should the above structures be properly utilized, the System-wide Plan could become a useful instrument for a cooperative approach by the system in Africa.

204. For practical working arrangements, a lead agency will be designated for each priority area and will coordinate the work of the United Nations system in that particular priority area. A number of core cooperative agencies will work with the lead agency to achieve the objectives. The lead agency will submit a status report on the designated subject every year. In order to facilitate coordination, the lead agency, in consultation with the cooperative agencies, will develop appropriate arrangements for consultation.

VII. REVIEW AND MONITORING OF THE IMPLEMENTATION OF THE SYSTEM-WIDE PLAN

205. The necessity to monitor and assess action taken by the United Nations system on Africa and to report to relevant intergovernmental bodies will be an important aspect of the System-wide Plan. It is complemented by United Nations organizations reporting separately to their governing bodies according to their established arrangements.

206. The difficulty encountered during the final review of the United Nations Programme of Action for African Economic Recovery and Development was that United Nations organizations were not structured to report on their additional

activities for Africa. This did not facilitate the measuring of their achievements beyond the regular mandate, and thus did not give a clear picture of their additional efforts.

207. The close link between the monitoring of the System-wide Plan and that of the New Agenda is an advantage, in view of the coordination role played by the Department for Policy Coordination and Sustainable Development of the Secretariat and the Inter-Agency Task Force on Africa. They can make reporting more focused and adapt it to the needs and objectives of the intergovernmental body to which the report will be sent.

Notes

1/ See Official Records of the General Assembly, Thirteenth Special Session, Supplement No. 2 (A/S-13/16), sect. III.

2/ E/AC.51/1992/5.

3/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 49, resolution 46/151, annex, sect. II.

4/ Relevant documents to consult on this matter are E/AC.51/1991/CRP.1, E/AC.51/1992/L.5/Add.34/Rev.1 and E/AC.51/1992/5.

5/ E/ECA/CM.19/3.

6/ A/46/651, annex.

7/ E/CONF.84/PC/13, annex II.

8/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 15-26 July 1985 (United Nations publication, Sales No. E.85.IV.10), chap. I, sect. A.

9/ A/S-11/14, annex I.

10/ See A/43/430.

11/ See Report of the United Nations Water Conference, Mar del Plata, 14-25 March 1977 (United Nations publication, Sales No. E.77.II.A.12), chap. I.

12/ Official Records of the Economic and Social Council, 1990, Supplement No. 13 (E/1990/42), chap. IV, resolution 683 (XXV), annex.

13/ For example, the 1989 Kampala Declaration and Action Plan for Sustainable Development in Africa, the 1991 Bamako Declaration on Sustainable Development, the African Common Position on Environment and Development, and the new policy and programme priorities of the African Ministerial Conference on the Environment.